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Report of the
Federation Review Committee
of the
Montana State Library Commission

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Montana Federations: 1984

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Montana's six library federations serve local public libraries throughout the state.
They are Tamarack, Pathfinder, Sagebrush, Broad Valleys, Golden Plains and South Central federations.

Cover design by Artz-Works of Helena

The Federation Review was a project of the Library Services and Construction Act FY1983.

MONTANA LIBRARY FEDERATIONS: 1984

Report of the Federation Review Committee

of the

Montana State Library Commission

June 1984

MONTANA STATE LIBRARY COMMISSIONERS

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FEDERATION REVIEW COMMITTEE MEMBERS

Noreen Alldredge
Glenda Bell
Richard Gercken
Mary Hudspeth
Florence Kettering
Lawrence Maxwell
Sara Parker

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EXAMINING THE FEDERATION SYSTEM:

When the Program Review Committee carried out its intensive review of the Montana State Library in 1982*, among its 122 recommendations were several which dealt with federations. The Commission was urged to:

- clarify each service level's role and responsibilities (State Library, federation headquarters' libraries and public libraries)
- examine existing criteria for designating and renewing federation headquarters;
- formalize the relationships among the federation coordinators, the State Library and the State Library Commission to assure participatory management through such appropriate procedures as (a) adding to Commission agendas regular reports from coordinators and (b) requiring recommendations from the coordinators group on Commission agenda items dealing with federation matters;
- encourage and help libraries to (a) acquire their own online computer search capabilities, (b) add federation headquarters libraries' holdings to the WLN data base so MonCat can grow and (c) join WLN, especially the federation headquarters;
- reexamine the existing definition of "basic library services" as referred to in the Coal Severance Tax (CST);
- reexamine expenditure guidelines for CST revenues;
- reexamine the structure and governance of federations;
- thorough review, revision and updating of library laws and administrative rules regarding public libraries and federations.

THE FEDERATION REVIEW:

Reevaluating and rethinking Montana libraries' levels of cooperation.

The State Library Commission formed a committee to review the federation system, in response to the recommendations above.

Federation Review Committee (FRC)

The Commission's 7-member Federation Review Committee (FRC) was designed to be representative of the groups involved:

- two Commission members:
  - Mary Hudspeth, a lay citizen
  - Noreen Aldridge, an academic librarian
- one federation coordinator
  - Richard Gercken
- one school librarian
  - Glenda Bell
- one library trustee
  - Lawrence Maxwell
- one public librarian
  - Florence Kettering
- the State Librarian as chair
  - Sara Parker

The FRC's work

The Committee used information prepared by State Library staff, a questionnaire, invited oral and written comment and public meetings, as information-gathering methods. They hired a facilitator to help with their internal process and with this final report.

*Published as *Report of the Program Review Committee of the Montana State Library Commission, Montana State Library: 1982*

EXECUTIVE SUMMARY

This report is the result of the work of many Montanans in an effort to study and make recommendations about Montana's system of library federations. On December 10, 1982, the Montana State Library Commission appointed a Federation Review Committee to "prepare recommendations for future development of federations. . ."

Collecting data

The seven-member Committee studied books and articles and heard speakers on library networks, economic and social trends, and systems in other states, and hired a facilitator to help it with its work. The Committee drafted a questionnaire to elicit opinions from librarians and trustees in the state about federation services, desired priorities, meeting location preferences, and the impact of federations. They scheduled meetings at four locations: Glendive, Billings, Missoula, and Havre. At each location, two kinds of meetings were held:

- a focus group meeting, where a broad cross-section of citizens, including elected officials, school administrators, lawyers, ranchers, hospital administrators, college and university faculty and administrators, and business people described their present and potential uses of libraries; and
- an areawide meeting with librarians and other interested citizens to discuss library service in Montana, and particularly the role of federations.

The Retreat

All data from readings, presentations, questionnaires, focus groups, areawide meetings and many letters and telephone calls went into the Committee members' preparation for their retreat, which was held at Big Sky in August, 1983. The retreat was designed to encourage members to leave all other responsibilities behind and concentrate on the task of drafting recommendations. The intensive two and one-half days was successful, yielding a set of 28 recommendations, grouped in 8 categories, which were presented to the Montana State Library Commission at its August 30, 1983, meeting.

Recommendations and Reaction

The recommendations reflect both the strong desire of libraries and users to maintain the federation system, and the need for change in governance, funding, and membership of federations, combined with the demands for the use of new technology in Montana libraries.

Subsequent to the August 30 meeting, the Committee actively sought reactions to the draft. Further letters and calls indicated that there was substantial agreement with the recommendations, but that there were concerns which the Review could not fully resolve. At its final meeting November 17, 1983, the Committee re-evaluated each recommendation in light of the comments, reconsidered their decisions, added clarifying statements, and reworded some recommendations.

Thanks

The Committee wishes to thank the people who took part in focus groups and areawide meetings, the many who wrote letters or who called members of the Committee, the local arrangement committees for the focus group and area-wide meeting arrangements, and the State Library staff for their cooperative assistance in making meeting arrangements, preparing documentation, creating and distributing minutes, and serving as resource people for Committee members.

The Federation Concept

The Committee members have tried to present a mechanism by which Montana libraries may resolve problems of bringing information and library resources to the citizens of the state. The Committee attempted to refrain from placing too tight a structure on the Federations; intending, rather, to allow libraries to use federations as a channel for improving library service. Libraries are encouraged to enhance and expand the federation concept in order to deliver the best service to every citizen. It is the Committee's hope the Montana State Library Commission will speedily adopt the recommendations, develop an implementation plan and assign responsibility for carrying out the recommendations.

FEDERATION HISTORY

LSCA

The impetus for cooperative library systems in Montana was the passage of the Library Services Act in 1956. This made federal funds available to states on a matching basis for the extension and development of public library services to rural areas.

It was the strong conviction of the early planners that great distances, sparse population, and the number of small libraries with limited resources meant groups of libraries would have to work together. These groupings of libraries in a geographic area were to be called federations. This concept was the keystone of the very first plan. The federations would require strong central libraries to serve as headquarters. The librarians of the headquarters libraries would be the federation coordinators.

First Demonstration Period

It was envisioned that as cooperative programs in the federations developed, they would include such services as shared book purchasing, technical processing, inservice training and bookmobiles. Each library would keep its own identity and spend its own budget. The cooperative programs in the federation would be funded with LSCA* appropriations during what was to be a "demonstration period." Following the demonstration, the federation libraries would use local funds to contract with the headquarters library to continue services.

Development

Development of the federation system started in 1956 and continued until 1976, when the last federation was formed. (See chronology.) Federations differed somewhat in services provided, but followed a similar pattern for organization. After the demonstration period, libraries attempted to secure local funds for the cost of continued participation. It soon became apparent local libraries did not have sufficient funds to provide good local service while at the same time financing the federations, which could help them improve that service.

Pathfinder Federation developed in a somewhat different pattern. Services from the headquarters library in Great Falls were provided on a contract basis from the beginning without dependence on federal funds.

In 1965 the *Plan for the Development of Library Service* was published by the State Library Commission. The plan reaffirmed the federation concept for Montana stating, "Libraries band together in groups called systems, working together to make a wide range of library materials and services available to all residents of the total area... the type of system that suits Montana's needs best is called the federation."

Legal Basis

The first legislation regarding federations was passed in 1974. This law stated it was the policy of the legislature to encourage the most efficient delivery of library services to the people of Montana and in order for libraries to participate in the distribution of any state funding they should organize into library federations. By 1975, 33 libraries in 23 counties belonged to federations. The individual federations had developed innovative programs and ways of cooperating. Examples included bookmobile service to a Native American community, interlibrary loan with courier service to local schools and participation by school librarians in federation meetings.

Second Demonstration Period

In 1975 the Montana State Library Advisory Council and the Commission set as their long-range goal, participation of all public libraries in federations. They therefore endorsed the use of $174,000 in LSCA funds for a statewide federation demonstration to libraries not belonging to federations. The early concept of strengthening individual libraries was expanded to place more emphasis on resource sharing and support services. Reference, interlibrary loans, workshops and training were provided with the demonstration funds. The requirement that libraries contract for all services was modified in some federations, with the result that some libraries began to select only those services they either wanted most or could afford.

Following this one year demonstration, the number of counties with libraries participating in federations increased to 44 with 72 libraries represented. One result of the demonstration was the vast expansion of interlibrary loan use, both within the state and within the region. A number of libraries began to contract for only this service.

Funding

In 1979, the Legislature allocated one percent of the coal severance tax to the State Library Commission to provide basic library service to the residents of all counties through library federations. Federations and their headquarters libraries had promoted the idea of coal severance tax funds for libraries and worked hard to obtain it. This was the first state funding to become available, and the first opportunity for some less-well-funded libraries to receive federation services since the federation demonstration in 1975.

Guidelines

Guidelines for the expenditures of these funds were developed by the State Library and federation coordinators. Because of the great increase in the use of interlibrary loans and the number of libraries that contracted only for this service, the guidelines specified basic library services would include the provision of interlibrary loan service without cost to any library in the federation. (See Appendix E p. 27.)

The Foundation

The development of library federations in Montana during a period of almost 30 years has been possible only because of the commitment, vision and hard work of pioneering librarians. The early years of the federations were the foundation on which library service has been, and continues to be, strengthened.

*Library Services and Construction Act, federal legislation providing monies to states for library services to the public.

Chronology

1956 — Passage of Library Services Act by U.S. Congress

1956 — Northwest Federation of Libraries formed
First Coordinator—Inez Herrig
Headquarters—Lincoln County Library
No. of Libraries or Counties—3

1958 — Great Falls Library Federation formed (Pathfinder)
First Coordinator—Alma Jacobs
Headquarters—Great Falls Public Library
No. of Libraries or Counties—3

1959 — Sagebrush Federation formed
First Coordinator—Clare Smith
Headquarters—Miles City Public Library
No. of Libraries or Counties—5

1964 — Library Services Act expanded to Library Service and Construction Act

1965 — Publication of *Plan for the Development of Library Service in Montana* by Ruth Warncke, Associate Professor, School of Library Service, Western Reserve University, in cooperation with the Library Development Committee of the Montana Library Association and the State Library Commission

1966 — South Central Federation formed
First Coordinator—Shirley Hake
Headquarters—Billings Public Library
No. of Libraries or Counties—3

1967 — Publication of *A Time for Great Things* by the Montana State Library

1972 — Golden Plains Federation formed
First Coordinator—Alene Cooper
Headquarters—Glasgow City-County Library
No. of Libraries or Counties—4

1974 — Passage of Montana Library Federation Law

1975 — Passage of HB 55 providing for a state referendum for one state mill for funding public library federations. In the November 1976 general election the Referendum was defeated.

1976 — Tamarack Federation formed (expansion of the Northwest Federation)
First Coordinator—William Snyder
Headquarters—City County Library of Missoula
No. of Libraries or Counties—13

1976 — Broad Valleys Federation formed
First Coordinator—Margaret Hileman
Headquarters—Bozeman Public Library
No. of Libraries or Counties—19

1979 — Passage of legislation providing 1% of coal severance tax to provide basic service through federations

1982-84 — Federation Review by Montana State Library Commission Committee

THE CURRENT FEDERATIONS

Why federations?

Montana statutes give clear indication of the reason for federations: to pool resources and information and avoid duplication of effort (MCA 22-1-401); and to provide the benefits of quality public library service to all residents of Montana by developing and strengthening local public libraries (MCA 22-1-412).

The original concept of federations as a way of strengthening local public libraries has expanded to include three other concepts: (1) the sharing of resources, materials, people and equipment by libraries within a federation, (2) provision of equal access for all residents to information and library services and (3) provision of centralized services to libraries. The 1980 guidelines adopted by the State Library Commission listed 11 services and said annual plans of service should "include, but not be limited to, some combination" of these. The same document required all federations to provide interlibrary loans.

Federations currently serve public libraries. Membership ranges from the five libraries in the Golden Plains Federation to 21 in Broad Valleys Federation. Geographical distances are great and the level of public library resources varies.

Services provided

Services and materials presently offered by federations are shown in Appendix G, p. 29 and Appendix I, p. 32. Services provided by current state funds are supplemented by additional services offered to members for a fee. These "contracted" services give important options to member libraries. They also complicate questions of federation structure and funding.

In reality the decline in purchasing power of library dollars means interlibrary loan and reference assistance is often the only "free" and effective service a federation is able to offer.

Contracts

Monana's federations are based on a law which requires contracts for their formation. They have evolved independently into diverse organizations. An analysis of contracts currently in place is found in Appendix G. As a result of this review, the federations and the Montana State Library are working to strengthen contractual arrangements.

Governance

Participation and decision-making varies in each federation. The structure provides for an advisory council of trustees from member libraries. This leaves the role of librarians unclear. Some federations have provided informal ways for librarians to participate and this has proved beneficial. Federation meetings may combine advisory board and librarians in informal meetings in which key decisions are discussed.

The ideal

Asked to identify characteristics of the "ideal" federation, coordinators named the areas of governance, structure and administration as of vital importance. (Appendix N p. 37.) They saw separation of federation management from the headquarters library as a key element in change. The potential for conflict caused by headquarters librarians' "wearing of two hats" was mentioned frequently throughout the review. The concern for increased member involvement is reflected throughout the recommendations.

Funding

Funding is recognized as a most important part of federation stability. The current formula for coal tax distribution is: of the first $250,000, one-half is divided equally among the federations; one-half is apportioned on the basis of population; 20% of any amount over $250,000 is divided equally; 80% is distributed on the basis of population. The funding history is shown in Appendix H, page 31. The decline in revenues means services have been reduced or changed to a contract for which a fee is paid.

How each federation uses its revenue is identified in Appendix I, page 32.
Contracts for additional services are summarized in Appendix K, page 34.

FEDERATIONS AND HEADQUARTERS LIBRARY LOCATIONS

BROAD VALLEYS FEDERATION OF LIBRARIES

Beaverhead County
Dillon City

Broadwater County
Townsend, Broadwater Co.

Deer Lodge County
Anaconda, Hearst Free

Gallatin County
Belgrade Public
Bozeman Public****
Manhattan Community
Three Forks Community
West Yellowstone Public

Granite County
Drummond Public
Philipsburg Public

Jefferson County
Boulder Community
Whitehall, John Gregory

Lewis & Clark County
Helena, Lewis & Clark

Madison County
Ennis, Clancy Memorial
Sheridan Public
Twin Bridges Public
Virginia City, Thompson Hickman

Meagher County
White Sulpher Springs
Meagher County

Park County
Livingston Public

Powell County
Deer Lodge, Kohrs Memorial

Silver Bow County
Butte-Silver Bow Public

GOLDEN PLAINS FEDERATION OF LIBRARIES

Daniels County
Scobey, Daniels Co.

Phillips County
Malta, Phillips Co.

Roosevelt County
Wolf Point, Roosevelt

Sheridan County
Plentywood, Sheridan

PATHFINDER FEDERATION OF LIBRARIES

Blaine County
Chinook, Blaine Co.
Harlem Public

Cascade County
Belt Public
Cascade, Wedsworth Memorial
Great Falls Public****

Chouteau County
Fort Benton, Chouteau Co.

Glacier County
Cut Bank, Glacier Co.

Hill County
Havre, Havre-Hill Co.

Liberty County
Chester, Liberty Co.

Pondera County
Conrad Public
Valier Public

Teton County
Choteau Public
Dutton Public
Fairfield Public

Toole County
Shelby, Toole Co.

SAGEBRUSH FEDERATION OF LIBRARIES

Carter County
Ekalaka, Carter Co.

Custer County
Miles City Public****

Dawson County
Glendive Public

Fallon County
Baker, Fallon Co.

Garfield County
Jordan, Garfield Co.

McCone County
Circle, McCone Co.

Powder River County
Broadus, Malley Memorial

Prairie County
Terry, Prairie Co.

Richland County
Sidney Public

Rosebud County
Forsyth, Rosebud Co.

Treasure County

Wibaux County
Wibaux Public

SOUTH CENTRAL FEDERATION OF LIBRARIES

Big Horn County
Hardin, Big Horn Co.

Carbon County
Bridger Public
Red Lodge Carnegie

Fergus County
Denton Public
Lewistown City
Moore Memorial

Golden Valley County

Judith Basin County
Stanford, Judith Basin Co.

Musselshell County
Roundup Community

Petroleum County
Winnett, Petroleum Co. Community

Stillwater County
Columbus, Stillwater Co.

Sweet Grass County
Big Timber, Carnegie

Wheatland County
Harlowton Public

Yellowstone County
Billings, Parmly****
Laurel Public

TAMARACK FEDERATION OF LIBRARIES

Flathead County
Kalispell, Flathead Co.

Lake County
Polson City
St. Ignatius Public
Swan Lake Library

Lincoln County
Libby, Luncoln Co.

Mineral County
Superior, Mineral Co.

Missoula County
Missoula, City-Co.****

Ravalli County
Darby Public
Hamilton Public
Stevensville Public

Sanders County
Dixon Public
Hot Springs Public
Plains Public
Thompson Falls Pub.

****Headquarters Library

THE NEED FOR REVIEW

The State Library Program Review Committee invited federation coordinators to discuss broad aspects of the Commission's responsibility for federations. The coordinators, intimately involved in federation services, saw the need for a similar comprehensive review of federations. Coordinators, member librarians, trustees and the Commission identified the following emerging issues:

Issues

- Some larger public libraries, not designated as headquarters libraries, were able to take care of their own interlibrary loan service and asked if the services provided by federations were needed by their library.
- The dual role of a library serving as both a local public library and the headquarters of a federation suggested a possible conflict of interest. The administrator was both a library director and the federation coordinator. Governance of the federation was apparently vested in the local trustees of the designated library. The idea of a separate governance structure began to be considered.
- Questions regarding the definition of "basic services" were raised. Basic services had been defined by the State Library as including only interlibrary loan. The cost effectiveness of the current interlibrary loan system needed to be studied, and alternative interlibrary loan patterns considered. ILL seemed to increase in cost, leaving few dollars for other services.
- Guidelines for "satellites"* had been adopted by the Commission. One library had applied. Federation coordinators were worried over the implications of "satellites" and the distribution of funds to them.
- Concerns were expressed over the formula for dividing the funds among federations. There was also a question of further fund distribution within a federation. Some felt funds should go directly to local libraries.

These issues combined with the fluctuations of the coal tax revenues and a decline in the purchasing power of local library dollars, forcing several headquarters libraries to cut staff and reduce hours. The once bright hope of increasing coal tax funds dimmed as these revenues consistently declined. The question was how to cut services while trying to continue the "basic" interlibrary loan and some amount of communication among member libraries.

National Trends

Coordinators and library leaders were aware of national trends:

- the development of strong multi-type library cooperation long practiced informally in Montana.
- the promise of automation to make resource sharing stronger and more cost effective.
- the concern for quality in continuing education.
- a new emphasis on issues in collection development.
- the call for new roles and missions for the local library as an information center and the heart of its community.

When asked how the recommendations of the Program Review Committee should be achieved, the coordinators answered unanimously: with a review of federations similar to the Program Review itself.

*A satellite resource center can be designated by the Commission when libraries receive or could receive 50% or more of services from a library other than the headquarters library. See Appendix F, page 28.

HOW DO MONTANANS FEEL ABOUT FEDERATIONS?

How the committee gathered information

Questionnaires were sent to all Montana libraries. 89 responses were received; most were from public librarians, who are now members of federations. Focus group meetings were held in Glendive, Billings, Missoula and Havre; the 52 invited participants included legislators, commissioners, school superintendents, hospital administrators, city council members, higher education administrators, mayors, federal employees, lawyers, ranchers, corrections officials, and reservation staff. Areawide meetings were also held in the four cities named above, for anyone who wished to attend; over 200 librarians and other citizens took part in discussions. During the course of the review, 38 communications were received by phone, postcard, electronic mail and the U.S. post, from federation staff members, librarians, library boards, and individual citizens.

In addition, 10 meetings were held in various federations. Reports are also included here.

What people said they like most

- Interlibrary loan
  - "I could not get along without it"—Susan W. Duffy, Missoula.
  - "Our only source in obtaining (our family histories)"—Mr. and Mrs. D. Tate, Missoula
  - "Without interlibrary loan. . . this project would have been very costly"—Norman Hall, Seeley Lake.
- Continuing education and training
- Help provided by headquarters to members:
  - access to a larger collection
  - microfilm catalog of headquarters library
  - financial relief: cooperation saves money
  - reference service
  - more in-depth reference collection
- Services to special groups—such as the elderly
- The services provided by their particular federation
- Revolving collection, or van service which provides new books on a temporary basis throughout one federation's territory

What people said they'd like to see changed

governance
- move from an advisory board to a governing board
- remove from control by headquarters library

greater participation by member libraries
- in book selection
- including trustees
- better communication

interlibrary loan
- improved turnaround time

State Library role
- should be increased
- should be defined more clearly

What people said they'd like to see added

continuing education
- more, especially for automation
- more, especially for fundraising

automation
- cooperative automation projects
- more libraries in WLN[1] & MonCat[2]
- more use of telecommunications

cooperation
- more, among libraries within the same Federation, as well
- as libraries in different Federations

more libraries
- especially in rural areas and on reservations

better funding
- for books
- for automation

centralized cataloging

cooperative collection development

The FRC's Reaction

The Committee felt they had an obligation to honor the broad expression of positive feeling coming from the librarians and citizens of Montana. They felt bound to address their charge:

- to reexamine the structure and governance of federations without trying to solve the specific problems of any individual federation.

After the draft recommendations were distributed, the FRC heard from 10 libraries, trustees, and federation staff members. Some were simply positive, in a general sense. Others were more specific.

What they liked in the recommendations

Inclusion of other types of libraries, rather than only public libraries, in federations

Equitable, stable funding

Change from advisory to governing board

Uniformity in statistics and financial reporting

What they disliked in the recommendations

Implication that a library must join a federation to "receive service," which it may not need, rather than simply to participate in cooperative activities.

But, there were arguments on both sides regarding

Rural vs. urban domination of federations

The number and exact boundaries of federations

Cost effectiveness of federations

Whether federations do anything useful other than interlibrary loan

Whether the changes were radical enough; whether the *status quo* should have been challenged more

Whether a library should be free to contract directly with a federation other than the one in whose boundary it falls.

Alternative funding formulas for federations

Practical problems with including special libraries

[1] Washington Library Network, a regional database and provider of automated library services serving libraries in the Pacific Northwest

[2] MonCat is a catalog of the materials in Montana libraries. It shows which libraries own particular books, magazines, films, etc.

FEDERATION REVIEW COMMITTEE'S RECOMMENDATIONS

I. PHILOSOPHICAL BASIS

At the foundation of the system of libraries in Montana is the individual citizen. It is for that person the system of library cooperation embodied in the federation system was developed. It is to improve service to the citizens of Montana that this review was undertaken.

The Committee perceives at this time that libraries serve users, federations serve libraries, and the State Library serves federations. This does not preclude provision of services to libraries by the State Library, or provision of services to users by federations or the State Library.

The federation system is based on a desire to help citizens of Montana to strengthen local library service. A federation is a group of libraries working together to provide a broader range of resources and services than individual libraries can offer alone. The legislative intent is expressed in MCA 22-1-401, as follows:

> "**Policy.** It is the policy of the legislature to encourage the most efficient delivery of library services to the people of Montana. To that end the state should be divided into regions within which libraries desiring to participate in the distribution of such state funding to libraries as may be available from time to time shall organize into library federations to pool resources and information and avoid duplication of effort."

The intent of equalizing access to resources and services underlies the Committee's work. Support for federations comes from libraries which may or may not be members. For instance, academic libraries, not now members of federations, support the federation system and statewide library service by providing loans of their resources, answering reference questions, and by performing online searches. Equalization of access is based on the concept that the needs of citizens are the same, wherever they may live, but that the resources locally available to them may be vastly different.

Another important source of support for federations and for libraries across the state comes from volunteers: citizens who give selflessly of their time and abilities to organize, plan for, raise funds to support, and work in libraries all over Montana. A review of the federation system must acknowledge their efforts and reward them and all Montana citizens with the best possible library service.

THE COMMITTEE UNANIMOUSLY RECOMMENDS:

1. That the Montana State Library Commission reaffirm the federation concept.
2. That the federation system be strengthened by using the resources of all libraries of all types in a federation area.

II. GOVERNANCE

Background:

The Committee bases its recommendations on the premise that those who are affected should be represented, and on the potential for conflict of interest that exists under the present governance arrangement, where the governing body of the federation is the same as the governing body of the headquarters library.

The Committee sees federations as a way to give libraries a home and neighbors, in a large enough aggregate to provide services in an economical and cost-effective way. It sees that the federation system works; that, according to the written and oral reports it received, most librarians are satisfied with and supportive of the continuation of their federations.

THE COMMITTEE RECOMMENDS:

3. That for each Federation, there be a body which is governing, not advisory, and which is not the governing body of any library.
4. That each contracting entity in the federation shall have one vote in establishing their governance structure and electing their governing body members. Each type of library will have at least one seat on the governing body.
5. That each federation board shall recommend to the Montana State Library Commission the location(s) of its resource center(s).*
6. That existing federation boundaries be reaffirmed.
7. That the Montana State Library Commission abolish the "Satellite Policy" in light of other recommendations in this report. (See No. 5, and also 2, 11, and 25).

III. MEMBERSHIP

Background:

According to those answering our questionnaire and those attending the areawide meetings, there is already extensive cooperative activity among different types of libraries and the inclusion of all types of libraries in federations is a desirable aspect of library cooperation. The Committee wishes to encourage the continuation of informal cooperation, as well as to enable more formal multitype cooperation to take place. It believes that the demand for more, and more sophisticated, materials and information makes multitype cooperation increasingly desirable, if all libraries are to be strengthened.

Membership in federations is voluntary. The Committee considered who could be members of federations and determined that members must be libraries or tribal councils.

THE COMMITTEE RECOMMENDS:

8. That federation members must be one of the following:
   a. An academic library, as defined in the ACRL Standards for College Libraries;
   b. A public library as defined in Montana statute MCA 22-1-301 through 22-1-317;
   c. A school library as defined in Montana statute MCA 20-7-202 through 20-7-205;
   d. A special library, as designated by its parent organization;
   e. A Tribal Council.
9. That members of federations must agree to share resources, consistent with their policies and procedures.

IV. SERVICES AND ACTIVITIES

Background:

The Committee believes that specific services offered by a federation should be determined by that federation, but that a core of services should be provided by each federation. In the desire to provide equal access to resources and services, the Committee has identified as core services:

Interlibrary loan;
Continuing education and consulting;
Reference services; and
Children's services.

Federations should be encouraged to offer additional services if they desire.

In addition, it was the conviction of the Committee that there are situations where one federation may be in a position to provide services to members of another federation. In this case, the Committee felt any agreement to provide such services ought to be entered into by the federations, rather than by the individual libraries involved.

THE COMMITTEE RECOMMENDS:

10. That each federation must provide the following "core services" to its members:
    a. Interlibrary loan;
    b. Consultation/Continuing Education;
    c. Reference services; and
    d. Children's services.

    In addition, each federation is encouraged to provide other services and activities to address local needs, as defined by its governing body.
11. Federations are encouraged to enter into agreements with each other for services and activities in order to provide more cost-effective as well as better-equalized services and activities.

V. COMMUNICATION AND INFORMATION

Background:

The Committee heard frequently in the focus group and areawide meetings that there was a lack of full knowledge among Montana librarians, citizens, and officials about libraries, federations, and cooperation. It was decided that information must be disseminated among librarians, library staffs, library trustees, Friends, volunteers, and interested parties, so that they may actively participate in a program of information for the general public as well as for government officials.

The importance of changing attitudes, particularly those of librarians themselves, is of particular concern to the Committee. Librarians must be informed in order to be in compliance with library law. Therefore, continuing education activities are of utmost importance. The Committee also noted that among the forces restraining the drive toward change in the federation system are a lack of understanding and vision or what ideal services might be, a fear of losing what one already has, and indifference. Educational programs aimed at reducing or eliminating these restraining forces will enhance the possibility of change for the better in the development of library cooperation in Montana.

THE COMMITTEE RECOMMENDS:

12. That federations hold formal and informal meetings of librarians, library staffs, trustees, Friends, volunteers, interested parties, etc., for the purpose of information exchange, discussion of concerns and general planning.
13. That the State Library prepare a federation manual for federation members and other interested parties.
14. That the Montana State Library conduct a continuing education program in library awareness for librarians, library staffs, trustees, Friends, volunteers, and interested parties, through the federation system.
15. That the Montana State Library provide public information packets of reproducible materials that can be adapted within each federation.
16. That librarians, library staffs, trustees, Friends, volunteers, and interested parties be encouraged to be politically active and educate governing bodies and funding sources.

VI. FUNDING

Background:

The review was based on a desire to keep library service in Montana free. The Committee goes on record as opposing fees, especially for cooperative services.

Repeatedly, participants in areawide meetings and respondents to questionnaires asserted that federations require more funding and that the source of funding should be more consistent than the Coal Severance Tax revenues. The Committee also recognizes that some headquarters libraries have subsidized some of the services they have provided to members of the federation.

After examining financial information for all federations, considering the costs of providing certain services, and studying patterns of funding of federations, the Committee sought ways to provide interlibrary loan service in the most effective and efficient manner. The call for increased automation which emerged from the focus group meetings and the areawide sessions impressed the Committee members and urged them to consider an automated alternative for at least some of the interlibrary loan activity. Moreover, the contribution of nonmember libraries, such as academics, to the statewide library good was taken into consideration in deciding to acquire and distribute funds for libraries which play an important statewide role.

It is of great importance to the Committee that its recommendations be implemented in such a sequence that the transition from the present funding pattern to a new one not in any way hinder libraries from receiving services currently available.

This would involve a phased implementation, including:

1. Mounting an educational program to allow citizens, federations, libraries, and government officials to become knowledgeable about the ideas presented;
2. Securing necessary new funding sources;
3. Planning for implementation;
4. Designing carefully, so that resources are conserved by promoting compatibility from the outset; and
5. Making the change to the new funding plan.

The Committee believes it is unfair to expect local libraries to fund all cooperative activities, because this may drain local resources. Therefore, the state must provide for federation support.

THE COMMITTEE RECOMMENDS:

17. That a new package of stable funding be obtained for services as defined in recommendation No. 10.
18. That coal severance tax revenues be earmarked for creation and maintenance of a statewide automated network for resource sharing.

19. That state funding be provided to strengthen libraries which assume statewide responsibilities, and that federation funding be provided to libraries which assume federation resource center responsibilities.*

20. That the period of transition necessary for implementation of these funding recommendations not diminish basic services currently supported by coal severance tax revenue.

VII. ACCOUNTABILITY

Background:

The Committee was concerned that accountability be seen as a multilateral process, rather than only a requirement that federations give some kind of report on their activities. It feels that the responsibility of federation members should be specified. The Committee wishes to stress the role of the Montana State Library in ensuring the uniformity of reporting for statistics and accounting information and in assuring conformity and compliance with library law in contracts.

In addition, the Committee reiterated the responsibility of the federations to their members in matters of needs assessment, programming, and evaluation of programs.

THE COMMITTEE RECOMMENDS:

21. That the Montana State Library standardize a system of reporting, contracting, and accounting for all federations.

22. That federation members have a responsibility to the federations and to each other for full communication and informed participation. Each federation bears the same responsibility to its members.

23. That each federation have a responsibility for a regular assessment of the needs of all its members and the regular evaluation of programs of service.

24. That the Montana State Library Commission regularly review the federation system. It is suggested that the Montana Library Services Advisory Council be the appropriate group to be assigned this task.

VIII. LEVELS OF COOPERATION

Background:

In addressing the question, at what level should services be provided, the Committee wished to ensure each library's usefulness in the scheme of library cooperation. The importance of taking advantage of all the resources available in all the libraries in the state was stressed. In this context, it was noted that some libraries and federations are in pursuit of excellence in certain subject fields, or in services or personnel expertise and that this excellence should be tapped for the good of all.

The development of collections in a coordinated fashion was seen as a means to the end of having resources to share, and for strengthening the resources available at each level: local, federation, and state. Collection development is seen by the Committee as including the preservation and conservation of materials of lasting value.

The Committee wishes to stress that federations do not create new levels of bureaucracy, but rather represent a historically successful way of libraries coming together in a participative mode.

THE COMMITTEE RECOMMENDS:

25. That there be a coordinated statewide plan of collection development so that Montana libraries can reduce their dependence on out-of-state resources, avoid unnecessary duplication within the state, and enhance the sharing of resources.

26. That inasmuch as certain libraries and federations in Montana have now, or are developing, strengths in particular areas, e.g., personnel, collections, and special services, that these strengths continue to be developed, that they be made known, and that provision be made for exploring their use on a federation and statewide basis.

27. That funding which provides a broader range of resources and services to local libraries not in any way relieves local library authorities of the responsibility of providing the best possible library service.

28. That multitype library cooperation at each level be considered essential to broadening user access to resources and services.

*On this recommendation the vote was 6 yes, 1 no.

BUILDING FOR THE FUTURE

Towards a renewed vision for federations

All types of libraries working together

The reaffirmation of the federations' role in Montana is the first recommendation of the review. The original vision is now extended to all libraries. Montana has many examples of types of libraries working together in both formal and informal patterns. The Governor's Conference on Libraries in 1978 and the Interim Recommendations for Multitype Library Cooperation from the Montana Library Association in 1978 (Appendix D, p. 25) made important statements. Montana has been thinking of multitype cooperation for a long time.

Without loss of present services

Along with a strong belief in working together, the Review Committee found ambiguity in the vision of what library cooperation could be. Members of the library community, faced with past reductions of cooperative services, were obviously worried over losing what was currently available. Most people could name services they would like to receive but were concerned about how to protect interlibrary loan. That interlibrary loan might be done more effectively and cheaply in other patterns was perceived by some to be a "threat" to the federations or to risk "losing the service." The benefits of well-financed, multitype library federations were a part of the vision, but so was concern over how they would be structured and actually operate. The review's recommendations can be the beginning of renewing the vision held by those who began the federations.

A strengthened cooperation

With more active participation

During the past three decades, all libraries have become stronger. The review found that federations have been instrumental in this growth. Resource sharing through federations has moved beyond the development of strong headquarters libraries to a readiness to serve smaller libraries for broader cooperation. Federations acknowledge that all libraries, regardless of size and wealth have strengths to share and resources that are important to the state. Montana is ready to build on the involvement of all libraries as cooperating partners. This will be a new role for some libraries who now feel they are "takers" or "don't have anything to share." The need for more active participation in the federations is inherent in both the governance and the accountability recommendations.

The social and cultural environment

The "Information Society" is a reality

The recommendations for federations come when individual libraries face their own challenges. Societal change towards a new information-based environment means new roles for libraries. They also are asked by users to continue traditional services. This dichotomy meshes with a funding crisis for libraries. Whether federation efforts should help libraries learn new roles, continue the known ones, or both, is vital to practical decision making—such as how funds are allocated and what kind of staff is hired. The basic questions of what federations are supposed to do is made infinitely more complex by the change in the environment within which libraries operate and their response to it.

The technological environment

The New Technology has come to Montana

Libraries cooperating within Montana will also feel the impact of technological development. The 1960's saw libraries in the U.S. prepare to enter the age of automation by developing a format, called MARC, which allows computers to talk to each other about bibliographical information. In the 1970's libraries formed large cooperatives, such as WLN, OCLC, and RLIN to share bibliographical information using the MARC format. The present decade will be a crucial one for library technology, as libraries face the potential for "going it alone," to develop online catalogs for public access in each library.

For Montana libraries, the time will be a crucial one. The confrontation between the fine cooperation they have enjoyed, and the frontier spirit of independence will have to be faced. There is already access available to regional resources. For example, the WLN database contains information about the collections of 99 libraries in the Northwest. Libraries at the major academic institutions and in the larger Montana communities are on the brink of developing public access catalogs. The State's ability to help support such technological innovation will depend on some of the economic and political factors mentioned above.

Technology would permit:

- a Montanan with a home computer or
- a librarian or user in the local library with a micro to dial into
  - the WLN database
    - to do a subject search, or
    - to verify a reference for a known work, and
    - to find out which Montana or other northwest libraries have it
  - the database of the University system or any other Montana Library which allows one:
    - to find out if the item is available for loan
    - if so, to have it held on reserve for pickup
  - other databases, such as OCLC, DIALOG, BRS, or SDC
    - to search for references not found in WLN
    - to identify locations
    - to place orders (for interlibrary loans or purchases)

Libraries with varying roles, financial resources, and clientele, will adopt varying types and levels of technology appropriate to their needs.

The amount of cooperation which would be needed to assure that libraries develop compatible systems—that they can talk to each other—is very great. Without cooperation individual systems could well develop in totally diverse and incompatible ways. Federations may be the best place for cooperative development to take place.

The legal and political environment

Bipartisan support

Here the climate for federation development is particularly bright. The state commitment to federations is made in both law and funding. The Legislature is aware of and supportive of both libraries and federations. The leadership of both political parties is interested and approachable for library service and cooperation.

The current federation law has a strong statement of purpose. The review assumes changes in the law are necessary. The library community has a good record of success when asking for legislative change.

The law gives responsibility to the State Library Commission for the federations. This is augmented by the rule-making power. The Commission is knowledgeable about federations and hears regularly from coordinators. Two Commission members are part of the review. The Commission can be expected to play a strong and key role in strengthening federations.

The funding environment

The Montana Legislature has made an important funding commitment to the federations by statutorily earmaking the coal severance tax. The review committee members felt additional and stable funds were needed and the coal tax income was best suited to automating libraries within the federations.

Montana is an attractive state for budget and tax stability. Through prudent fiscal policy and condition, it is one of few states with a AA + bond rating. It was one of five states to finish FY83 with a general fund surplus in excess of 5%. Whether or not increased funding for strong federations and good library service are a priority for the state depends upon several factors:

Promoting the cause to raise the funds

The priorities of the library community and its effectiveness in reaching political decisionmakers.

Wise and careful use of existing money to provide the best service possible

Accountability to the public and the Legislature for how money is used

Sound justification for the need for more funds for library service in relation to competing priorities.

Conclusion

This review makes recommendations. It is not, itself, a plan or an implementation strategy. Montana's long-range planning process incorporates the history of federations. The recommendations should blend with strategies to secure their accomplishment.

APPENDICES

Appendix A — Montana Code Annotated: Library law providing for Federations; Excerpt from statute providing coal severance tax funding for Federations

Appendix B — Administrative Rules of Montana: *Rules* covering Federations

Appendix C — 1976 Policy Statement "The Development of Library Federations"

Appendix D — Montana Library Association Interim Recommendations for Multitype Library Cooperation, May 1978

Appendix E — Montana State Library Guidelines for Expenditures of Coal Severence Tax Revenues provided under H.B. 427, adopted 1980

Appendix F — Policy Establishing Satellite Resource Centers, 1981

Appendix G — Summary of FY '83 Federation Contracts

Appendix H — Coal Severance Tax Information

Appendix I — Use of Coal Severance Tax Funds, Actual Expenditures, 1982-83

Appendix J — Federation FY 1983 CST Financial Reports Summary

Appendix K — Contracted Services Over and Above Coal Severance Tax Allocations, 1984

Appendix L — Interlibrary Loan Programs in Federations

Appendix M — Interlibrary Loan Costs (Federations) 1982-83

Appendix N — Nominal Group Session on Federations, 12/9/82

Appendix O — Federation Questionnaires conducted June 1983

Appendix P — Focus Group Interview Paticipants

Appendix Q — Topics Discussed at Regional Meetings

Appendix R — Analysis of Letters Received by Federation Review Committee

Appendix S — Narrative of Review Process

Part 4
Library Systems

22-1-401. Policy. It is the policy of the legislature to encourage the most efficient delivery of library services to the people of Montana. To that end the state should be divided into regions within which libraries desiring to participate in the distribution of such state funding to libraries as may be available from time to time shall organize into library federations to pool resources and information and avoid duplication of effort.

22-1-402. Library systems — definition. Library systems shall include library federations or library networks, as defined hereafter:

(1) (a) A library federation is a combination of libraries serving a multicounty, multicity, or city-county area within a federation area designated by the state library commission. Any other public library or town, city, or county within the federation area may participate in such a federation.

(b) Two or more cities, towns, counties, or a city and one or more counties may agree by contract to form such a federation by action of their respective governing bodies or duly created boards of library trustees, provided that one of the parties is or maintains a library which has been designated by the state library commission as a headquarters library for that federation area. The participating entities may retain such autonomy over their respective libraries as may be specified in the contract.

(c) The expense of providing library services for the library federation shall be based on funds received from the state or participating libraries as shall be agreed upon in the contract. The funds of the federation shall be maintained as a separate account as shall be provided in the contract. Participating libraries shall transfer semiannually to the account all money collected for the federation in their respective jurisdiction.

(d) A participating entity may withdraw from a federation according to the terms for withdrawal provided in the contract by the action of its governing body or by a majority of its qualified voters voting at a general or special election.

(2) A library network is an agreement between individual libraries or library systems, which may be intercity, intrastate, or interstate, for the exchange of information or to provide specific library services not provided in existing library federations.

22-1-403. Participation in the federation. (1) When a library federation shall have been established, the legislative body of any government unit in the designated library federation area may decide, with the concurrence of the board of trustees of its library if it is maintaining a library, to participate in the library federation. Each local entity may determine the amount of services it wishes to supply to fulfill the needs of its unit. After the necessary contract has been executed and beginning with the next fiscal year, the governmental unit shall participate in the library federation and its residents shall be entitled to the benefits of the library federation and property within its boundaries shall be subject to taxation for library federation purposes.

(2) The board of regents of higher education may contract with the government of any city or county, or the governments of both the city and the county, in which a unit of the Montana university system is located for the establishment and operation of joint library services. Any such contract which proposes the erection of a building shall be subject to the approval of the legislature. Any joint library services established pursuant to this section shall be operated and supported as provided in such contract and under this part.

22-1-404. Board of trustees — coordinator. (1) In a library federation there shall be a board of trustees with advisory powers only, the operation of the library federation having been specified by contract. The board of trustees of each participating library shall name one of their members to the federation advisory board of trustees, and each participating entity without a duly appointed library board shall name a layman to represent that entity on the library federation board of trustees.

(2) The librarian of the headquarters library shall serve as the coordinator of the federation and as a nonvoting member of the federation advisory board of trustees.

22-1-405. Boards of trustees — authority — resolution of disagreements. (1) The board of trustees of a library federation shall act as an advisor to the participating libraries and their boards of trustees.

(2) Control over the budgets and administrative policies of participating libraries shall remain in their boards of trustees as provided in 22-1-309.

(3) Any disagreement among participants in a library federation regarding the apportionment of funds or grants received from the state library commission shall be resolved by the state library commission.

22-1-406 through 22-1-410 reserved.

22-1-411. Repealed. Sec. 1, Ch. 355, L. 1981.

22-1-412. Purpose. It is the purpose of 22-1-412 and 22-1-413 to establish a program whereby state funds may be appropriated to the Montana state library commission to provide the benefits of quality public library service to all residents of Montana by developing and strengthening local public libraries through library federations as defined in 22-1-402.

22-1-413. Administration by Montana state library commission. The Montana state library commission shall receive and administer the appropriation for state funding to public library federations. The commission shall allocate such appropriation among such types of grant programs and shall allocate funds among federations according to such formulas for distribution as it shall establish from time to time by rules adopted pursuant to 22-1-103. Federations receiving state funds from the commission shall report semiannually to the commission concerning the progress of the various projects for which state funding was received, which reports shall contain an accounting for all state funds received.

15-35-108. Disposal of severance taxes. Severance taxes collected under the provisions of this chapter are allocated as follows:

(1) To the trust fund created by Article IX, section 5, of the Montana constitution, 25% of total collections a year. After December 31, 1979, 50% of coal severance tax collections are allocated to this trust fund. The trust fund moneys shall be deposited in the fund established under 17-6-203(5) and invested by the board of investments as provided by law.

(2) Starting July 1, 1986, and ending June 30, 1987, 6% of coal severance tax collections are allocated to the highway reconstruction trust fund account in the state special revenue fund. Starting July 1, 1987, and ending June 30, 1993, 12% of coal severance tax collections are allocated to the highway reconstruction trust fund account in the state special revenue fund.

(3) Coal severance tax collections remaining after the allocations provided by subsections (1) and (2) are allocated in the following percentages of the remaining balance:

(a) to the county in which coal is mined, 2% of the severance tax paid on the coal mined in that county until January 1, 1980, for such purposes as the governing body of the county may determine;

(b) 2 ½% until December 31, 1979, and thereafter 4 ½% to the state special revenue fund to the credit of the alternative energy research development and demonstration account;

(c) 26 ½% until July 1, 1979, and thereafter 37 ½% to the state special revenue fund to the credit of the local impact and education trust fund account;

(d) for each of the 2 fiscal years following June 30, 1977, 13% to the state special revenue fund to the credit of the coal area highway improvement account;

(e) 10% to the state special revenue fund for state equalization aid to public schools of the state;

(f) 1% to the state special revenue fund to the credit of the county land planning account;

(g) 1 ¼% to the credit of the renewable resource development bond fund;

(h) 5% to a nonexpendable trust fund for the purpose of parks acquisition or management, protection of works of art in the state capitol, and other cultural and aesthetic projects. Income from this trust fund shall be appropriated as follows:

(i) ⅓ for protection of works of art in the state capitol and other cultural and aesthetic projects; and

(ii) ⅔ for the acquisition of sites and areas described in 23-1-102 and the operation and maintenance of sites so acquired;

(i) 1% to the state special revenue fund to the credit of the state library commission for the purposes of providing basic library services for the residents of all counties through library federations and for payment of the costs of participating in regional and national networking;

(j) ½ of 1% to the state special revenue fund for conservation districts;

(k) 1 ¼% to the debt service fund type to the credit of the water development debt service fund;

(l) all other revenues from severance taxes collected under the provisions of this chapter to the credit of the general fund of the state.

SUBSTANTIVE RULES 10.102.3602

Sub-Chapter 36

Public Library Grants

10.102.3601 APPLICATIONS FOR GRANTS (1) (a) Applications for grants from state, federal or private funds available to the State Library Commission shall be made in writing to the State Librarian, giving such detail as may be necessary to satisfy the requirements of the funding source.

(b) Applications from libraries or library federations must indicate the extent to which the grant may be expected to help the library or library federation achieve levels of service or strength as prescribed in the Montana Public Library Standards.

(c) Prior approval of federation grant applications must be obtained from the federation advisory board and the federation headquarters library board.

(2) (a) All applications for major public library projects require approval by the State Library Commission.

(b) Such applications must be submitted to the State Librarian at least three weeks before regularly scheduled meetings of the Commission in advance of these meetings.

(c) Applicants are encouraged to attend these meetings; brief oral presentations in support of their proposals are invited, and questions may be asked by the Commission.

(d) The Commission reserves the right to place reasonable limits on the length of discussion on grant applications.

(3) (a) Pursuant to the Library Services and Construction Act, as amended, any library applying for funds under Title II of the Library Services and Construction Act, when available, and not receiving such funds may ask for and receive a public hearing by the Commission on its application.

(b) Such request for hearing must be made in writing to the State Librarian not later than 30 days following original action on the application.

(4) Applications for grants of less than $5,000 may be approved by the State Librarian or referred to the State Library Commission at the discretion of the State Librarian. (History: Sec. 22-1-103(5) MCA; IMP. 22-1-103(5) MCA; NEW, Eff. 12/31/72; AMD, 1977 MAR p. 1156, Eff. 1/1/78; AMD, 1978 MAR p. 1389, Eff. 9/29/78.)

10.102.3602 PRIORITIES FOR GRANTS (1) Rules 10.102.1101 through 10.102.1106 will be used to determine the adequacy of public library services to geographic areas and for groups of persons within the state.

(2) Library development funds available to the State Library Commission under the Library Services and Construction Act have historically been used as "seed money" to assist those areas of the state with no public library service, or with inadequate service, to achieve better service through participation in multi-county federations of libraries.

(3) Funds have been used to establish or improve service through federations, building upon the strength of larger libraries, only where there is a potential for local support, since public libraries in Montana must depend solely upon local property taxes for continuing support in the absence of a state aid program.

(4) The State Library Commission will continue in this way to develop public library federations as described in Montana Public Library Standards; special emphasis will be given to activities which will result in better library service to:

(a) areas with high concentrations of persons with limited English-speaking ability; and

(b) areas with high concentrations of low-income families.

(5) The State Library Commission will also initiate and encourage projects to enable the local libraries, working through federations, to provide library service to areas whose residents have no legal access to city or county library service and to areas with inadequate library services.

(6) Priority will be given to applications which will result in better public library services to areas which include:

(a) areas identified as having concentrations of persons with limited English-speaking ability will be based on:

(i) data furnished in *U.S. Census of Population: 1970, General Social and Economic Characteristics*;

(ii) Office of Education, U.S. Department of Health, Education and Welfare, school population data;

(iii) bi-lingual data furnished by the Office of the Superintendent of Public Instruction and other educational agencies;

(iv) bi-lingual data furnished by state and local service agencies;

(v) county profiles, compiled by Research and Information Systems Division, Department of Community Affairs, State of Montana;

(vi) other sources of data concerning persons with limited English-speaking ability which may be available at a later date.

(b) areas designated as "redevelopment areas" pursuant to section 401 of the Public Works and Economic Development Act of 1965;

(c) other areas of the state with high concentrations of low-income families as shown by the *U.S. Census of Population: 1970, General Social and Economic Characteristics;*

(d) county profiles and other data available from the Research and Information Systems Division, Department of Community Affairs, State of Montana.

(7) Evaluation of projects will be by the State Library Commission and other state and local library personnel and based on:

(a) did it achieve the desired objectives;

(b) did it benefit those it was planned to benefit;

(c) will it be continued with local funding where this is necessary;

(d) has it furthered and strengthened the state Long Range Plan. (History: Sec. 22-1-103(5) MCA; IMP. 22-1-103(5) MCA; NEW, 1977 MAR p. 1156, Eff. 1/1/78.)

10.102.3603 USE OF FEDERAL FUNDS TO SUPPORT LIBRARY FEDERATIONS (1) The Library Services and Construction Act, Title I, Library Services, Grants to States for Library Services, provides:

(a) Sec. 101. The Commissioner shall carry out a program of making grants from sums appropriated pursuant to section 4(a)(1) to States which have had approved basic State plans under section 6 and have submitted annual programs under section 103 for the

extension of public library services to areas without such services and the improvement of such services in areas which such services are inadequate, for making library services more accessible to persons who, by reason of distance, residence, or physical handicap, or other disadvantage, are unable to receive the benefits of public library services regularly made available to the public, for adapting public library service to meet particular needs of persons within the State, and for improving and strengthening library administrative agencies.

(b) Policy: to further the development of library federations, the State Library Commission may make grants of federal funds of the following types:

(i) Basic grants are annual grants given to all federation headquarters libraries for the purpose of improving public library services within the federation and enabling public libraries within the federation to achieve and maintain the Montana Public Library Standards as adopted and amended from time to time by the Montana State Library Commission.

(ii) Special project grants are grants to federation headquarters libraries to implement services not provided for in basic grants or to provide construction funds or remodeling funds or funds for capital acquisitions; grants for construction or remodeling must be equally matched by local funds; grants for services or capital acquisitions may fund the full cost thereof.

(iii) Formula for distribution of basic grants:

(A) The amount of LSCA funds available statewide for basic grants shall be defined and distributed as determined periodically by the State Library Commission; of this total amount 50 percent shall be distributed in equal portions to all federations and 50 percent shall be distributed to federations in proportions to that part of the total state population served by federations which each federation serves.

(c) Maintenance of effort required for basic grant: in order for a library federation to be eligible to receive a basic grant of federal funds, the following item must be satsified:

(i) The amount of local funds from any source, including federal revenue sharing funds spent for all library services in a federation by participating entities including the federation headquarters library, and all the amount of local funds from any source, including federal revenue sharing funds, spent for all library services by the federation headquarters library for the last completed fiscal year may not be less than the amount spent for such purposes during the next previous fiscal year; any entity which discontinues participation in a federation for any fiscal year shall be deleted from the comparison of funding levels for both that fiscal year and the previous fiscal year:

(ii) should there be a decrease in the taxable valuation of the property of a city operating a federation headquarters library which causes a decrease in the amount spent for library services, maintenance of effort for such headquarters library will be met if such city expends for library services a sum equal to that which would be raised by the maximum number of mills leviable for library services under state law by said city; in case of a joint city-county library serving as a federation headquarters library suffering such a decrease in taxable valuation, maintenance of effort will be met if the amount spent for all library services shall equal that sum which would be raised if both said city and county were to levy the maximum number of mills leviable for library services under state law by said city and county.

(iii) should a library participating in a federation receive a one-time grant from any source for a special project not normally funded in annual operations or capital expenditure budgets, upon notification in writing to and with the concurrence of the State Librarian that the receipt of said funds is for such a special one-time project, such grant funds shall not be included in computing maintenance of effort for the following fiscal year. (History: Sec. 22-1-103(5) MCA; IMP, 22-1-103(5) MCA; NEW, 1977 MAR p. 1156, Eff. 1/1/78; AMD, 1978 MAR p. 1389, Eff. 9/29/78).

10.102.3604 ARBITRATION OF DISPUTES WITHIN FEDERATIONS (1) (a) Any disagreement among participants in a library federation regarding the application for or apportionment or utilization of funds or grants received from the Commission shall be referred in writing by any participating library or entity to the State Librarian.

(b) The State Librarian shall assign a member of the State Library staff to investigate the disagreement and to prepare a staff report to the Commission with a proposed decision.

(c) When the staff report and proposed decision are completed, copies shall be sent to the disputing participants in the federation and the matter placed on the agenda of the next Commission meeting.

(d) The Commission shall proceed to hear the parties and staff in accordance with the procedures set forth in ARM 10.101.202, subsections (4) through (8) and render a decision. (History: Sec. 22-1-103(5) MCA; IMP, 22-1-103(5) MCA; NEW, 1978 MAR p. 5, Eff. 6/1/78.)

SUBSTANTIVE RULES 10.102.5101

Sub-Chapter 51

Federation Areas

10.102.5101 DESCRIPTION OF FEDERATION AREAS AND HEADQUARTERS (1) (a) The Pathfinder Federation consists of participating libraries in that area of the state covered by Blaine, Cascade, Chouteau, Glacier, Hill, Liberty, Pondera, Teton and Toole Counties.

(b) The headquarters library of this federation is the Great Falls Public Library, Great Falls, Montana.

(2) (a) The Golden Plains Library Federation consists of participating libraries in that area of the state covered by Daniels, Phillips, Roosevelt, Sheridan and Valley Counties.

(b) The headquarters library of this federation is the Glasgow City-County Library, Glasgow, Montana.

(3) (a) The Sagebrush Library Federation consists of participating libraries in that area of the state covered by Carter, Custer, Dawson, Fallon, Garfield, McCone, Powder River, Prairie, Richland, Rosebud, Treasure and Wibaux Counties.

(b) The headquarters library of this federation is the Miles City Public Library, Miles City, Montana.

(4) (a) The South Central Library Federation consists of participating libraries in that area of the state covered by Big Horn, Carbon, Fergus, Golden Valley, Judith Basin, Musselshell, Petroleum, Stillwater, Sweet Grass, Wheatland and Yellowstone Counties.

(b) The headquarters library of this federation is the Parmly Billings Library, Billings, Montana.

(5) (a) The Broad Valleys Library Federation consists of participating libraries in that area of the state covered by Beaverhead, Broadwater, Deer Lodge, Gallatin, Granite, Jefferson, Lewis and Clark, Madison, Meagher, Park, Powell and Silver Bow Counties.

(b) The headquarters library of this federation is the Bozeman Public Library, Bozeman, Montana.

(6) (a) The Tamarack Library Federation consists of participating libraries in that area of the state covered by Flathead, Lake, Lincoln, Mineral, Missoula, Ravalli and Sanders Counties.

(b) The headquarters library of this federation is the City-County Library of Missoula, Missoula, Montana.

(7) A list of counties and cities participating in federations is available without charge from the Montana State Library. (History: Sec. 22-1-103(9) MCA; IMP, 22-1-103(9) MCA; NEW, 1977 MAR p. 1156, Eff. 1/1/78.)

Appendix C

1976 POLICY STATEMENT

"THE DEVELOPMENT OF LIBRARY FEDERATIONS"

All Montanans should have legal and reasonably convenient access to a public library, and through it, to the library resources in their area, the state and the nation. Only through the establishment of public library systems known as federations of libraries can local communities approach this goal in Montana.

WHAT IS A FEDERATION?—A group of public libraries working together to provide a broader range of resources and services than individual libraries can offer alone. It may be a single or multicounty system in which the system operation has an advisory library board made up of a representative from each participating unit. The librarian of a headquarters library shall serve as a nonvoting member of the advisory library board. Each local library board retains control over the local aspects of library service.

HEADQUARTERS LIBRARY—The library serving as Federation Headquarters shall be so designated by the State Library Commission, and shall be directed by a librarian who is a graduate of an accredited library school: except that any library designated as Federation Headquarters or librarian employed as director prior to the adoption of this policy may continue in that designation subject to approval by the State Library Commission.

ORGANIZATION—Montana State Library Commission has divided the state into six federation areas, based on the state's multicounty districts established for use in planning and administration by Executive Order 2-71. A map showing these districts is appended. Final determination on federation participation is a decision of each county.

Provisions for having a library within a large federation serve as a sub-unit for parts of the service may be made. For example: in a very large area, a conveniently located library may serve as headquarters for a sub-depot for bookmobile service; or a member library may provide another part of the system service, i.e., processing services, etc.

SERVICES—Each federation may provide all or most of the following services to help member libraries improve service for the entire federation area:

Receive and administer any available financial aid.

Assist in maintaining a central reference collection and skilled reference and information services.

Establish a pool of books, magazine files and other materials from which member libraries can borrow to augment local collections.

Operate bookmobiles or deposit stations to provide library services for area residents not served by existing libraries.

Provide certain clerical, business, professional and advisory services from the headquarters library.

Hold training classes or workshops for staff improvement.

Encourage and assist in establishment of new libraries where needed.

Assist in identifying and bringing to the library the groups in a community who have not previously used the service.

HOW TO JOIN A FEDERATION—A request to join a federation may originate with any public library in the area. The library and the federation coordinator negotiate to arrive at the service the entity is willing to support. The city council members or the county commissioners indicate by an official resolution that they agree to participate. The federation plan of service agreed upon should be incorporated in the resolution. The plan of service should also include the designation of an advisory board member for the federation. The libraries involved then execute a contract to implement their adoption of the plan of service.

ADVANTAGES OF FEDERATIONS

1. **Library services can be extended to all residents of an area.**

   Before the development of library federations, many small communities and sparsely populated areas lacked library service. Today many of these places are being served by bookmobiles, making regular rounds on a well-publicized schedule, stopping regularly at community centers. Bookmobile users may borrow books from the continuously changing collection, and make special requests for books and information to be supplied from the central library by mail or on the next scheduled visit.

2. **Improved and expanded collections are available.**

   Each local library will have available an expanded collection of fiction and popular titles. In addition, an extensive reference collection, impossible for every local library to purchase and maintain, can be made available. The headquarters library's nonfiction collection is used as the nucleus of the interlibrary collection. This nucleus is augmented as rapidly as funds permit. The goal is a total collection of at least 100,000 books, as well as back files of magazines, microfilm and other means of storing information.

   Operating on three levels, the headquarters library continues as a local library, fills book requests from readers throughout the federation and provides a reference service to handle information requests from member libraries and individual readers. Communications are maintained by telephone, mail and/or interlibrary delivery service. Information requests which cannot be filled by the headquarters library are forwarded to the State Library. If the request cannot be filled in the state, it is forwarded to the Pacific Northwest Bibliographic Center. Rotating collections, lent to the member libraries, enable readers to see and borrow books never before available on the shelves of their own libraries.

3. **Improved quality of service occurs through the advisory and administrative services provided by the system professional staff.**

   Since all member libraries retain their own identity, the recommendations made by the headquarters staff are advisory. The final decisions in all matters affecting member libraries are made by the libraries themselves. Headquarters staffs generally provide advice and assistance in the following areas:

   Book selection. The federation headquarters staff helps the local librarian in selecting books for his own library by providing book lists, reviews and book discussion meetings.

   Budgeting of funds and other financial problems. A carefully planned budget, adhered to for maximum economy, makes scarce funds go farther.

   Training of staff and allocation of duties and responsibilities, so that each library operates smoothly and efficiently.

   Reorganizing incomplete or inadequate card catalogs so that readers can locate books quickly and with a minimum of assistance.

   Establishing new services such as adult discussion groups, story hours and film forums.

   Publicizing of library activities and new acquisitions through newspaper articles, speeches, posters and radio and television programs.

4. **The Federation makes more effective use of time and money.**

   The books are ordered through federation headquarters, saving time and money through bulk purchasing. New books are prepared for immediate use before delivery to the member libraries.

   Storage may be provided for lesser used books, relieving overcrowded shelves.

   Sharing limited-use titles is more economical in view of the rising cost of books.

FINANCING—The member areas—cities and counties with libraries, and cities or counties where there are no libraries—tax themselves for library service.

Montana law permits levies of up to 4.5 mills by cities, for public library purposes, and up to 3 mills by counties, for public library purposes.

What about state or federal aid?

About three quarters of the states have state financial aid to public libraries, generally based on plans to equalize support of libraries in order that every citizen, no matter where he lives, can have access to high quality information and reading materials. Montana does not yet have such aid, although a plan has been developed and funds are being sought from the state legislature to encourage federation participation.

Federal aid to public libraries for federation participation comes through appropriations under the Library Services and Construction Act. Money available to Montana is channelled through the State Library and depends upon annual appropriations by the Congress.

For further information about the federation system and the development of library services in Montana, you may request the following publications from Montana State Library, 930 East Lyndale, Helena, Montana 59601:

1. Plan for the Development of Library Service in Montana
2. Montana Public Library Standards
3. A Time for Great Things—Montana's Plan for Total Library Service

December, 1974

August, 1976

Appendix D

MONTANA LIBRARY ASSOCIATION

INTERIM RECOMMENDATIONS FOR MULTITYPE LIBRARY COOPERATION 1978

The Library Development Committee of the Montana Library Association has met to plan the implementation of multitype library cooperation in the state of Montana. The following definition of multitype library cooperation has been adopted:

> Multitype library cooperation is defined as combinations, mergers or contractual associations of two or more types of libraries (academic, public, special, or school) crossing jurisdictional, institutional, or political boundaries, working together to achieve maximum effective use of funds to provide library and information services to all persons above and beyond those which can be provided through one institution. Such cooperative agencies may be designed to serve a community, a metropolitan area, a region within a region, or may serve a statewide or multistate area.

A recognized principle of good library service is that cooperation and resource sharing among libraries of all types in an area can provide the most effective, equitable and economical service. To this end, the Library Development Committee has established the following goals:

1. To improve access to library service by strengthening all types of libraries beginning at the local level.
2. To ensure Montana citizens the most effective and efficient use of the resources of all Montana libraries by formulating and recommending a program for multitype library cooperation and resource sharing.
3. To develop a strong intrastate network based on existing federation areas to include all types of libraries; to ensure that intrastate networking is done within the context of interstate, regional and nationwide networks.

In order to achieve these goals and to implement multitype library cooperation in Montana, the Library Development Committee makes recommendations in these areas:

I. FUNDING

During the present biennium 43% of the State library budget is provided from Library Services and Construction Act funds and this drastically reduces the amount of federal dollars which are available for grants to the library federations. The entire LSCA appropriation (which in 1978 totals $403,000) should be available for grants which could include multitype library cooperation projects.

RECOMMENDATION

THE STATE LIBRARY BUDGET REQUEST FOR THE 1980-81 BIENNIUM, WHICH WILL BE $706,000 SHOULD BE PROVIDED ENTIRELY FROM GENERAL FUND DOLLARS.

This increase does not meet the ultimate needs of libraries in Montana, but this seems to be the most reasonable first basic request at this time, leading to eventual full state aid to libraries.

Providing $706,000 in general fund dollars for the State Library budget frees up $403,000 LSCA funds which can be used in support of multitype library efforts in some of the following ways.

II. ACTIVITIES

Expansion and strengthening of the present intrastate network (Montana Information Network and Exchange) to include all types of libraries. Activities undertaken to expand and strengthen the present network would be done in the spirit of maintaining the identity and character of individual libraries. At the same time, their range of services and their means to deliver them would be increased through sharing of each library's resources.

Activities recommended to accomplish multitype library cooperation are listed below. Activities are not necessarily limited to this list.

A. Development of computerized circulation systems in Montana libraries which are compatible with one another and with the Washington Library Network in which MINE will participate.

B. Development of specialized collections through cooperative acquisitions and pooling. For example:
   (1) serials;
   (2) specialized and expensive reference materials;
   (3) microfiche technical report literature with supporting fiche to fiche printing capabilities;
   (4) non print media collection;
   (5) A-V equipment pools with maintenance and repair capabilities—to be shared by all libraries on a federation-wide basis;
   (6) expansion of the State Library's library literature collection to include materials for all types of libraries, including a collection of library policy statements.

C. Development of a strong information program at the local level, federation level, and/or statewide, which will stimulate all types of libraries to participate in cooperative activities and which will inform the public about their greater access to all libraries.

D. Development of effective delivery systems through several means, including:
   (1) inner-city vehicles in the larger cities;
   (2) intra-city vehicles by region, i.e., Western and Eastern Montana, or federation-wide;
   (3) develop methods which would allow for photocopy access to materials in libraries not traditionally capable of handling a large volume of photocopy requests, i.e., special and school libraries, and private college libraries;
   (4) rapid transfer means such as satellite technology, telefacsimile, and cable television.

E. Expand and update the Union List of Montana Serials.

F. Develop a state corporate author authority file for Montana state documents.

G. Implementation of a universal borrower's card.

H. Creation of a newsletter to be used for communication among all members of the network.

I. Establish a continuing education program for library staffs through the Montana State Library in order to:
   (1) disseminate information appropriate to continuing education for all types of librarians in Montana.
      (a) Directory of library resources which would identify:
         i. primary clientele served;
         ii. library-use policies of individual libraries;
         iii. collection and service specialization;
         iv. professional expertise.
      (b) Compilation of sample library policies and procedures.
      (c) Compilation of all library education courses offered in the state and region.
   (2) develop and implement continuing education programs which will:
      (a) keep current through formal and informal assessments of the continuing education needs of Montana's librarians
      (b) give special attention to encouraging and educating librarians in the use of multitype library systems
      (c) develop and implement workshops, written information and other continuing education functions
      (d) develop and implement an outreach program specific to the needs of the small rural libraries.

III. MULTITYPE LIBRARY GOVERNANCE

The Library Development Committee and the Sub-Committee in its considerations has discussed two approaches to governance of multitype library cooperation.

Present Montana law provides for library federations under Sec. 44-212, R.C.M. 1947 as follows:

> A library federation is a combination of libraries serving a multi-county, multi-city, or city-county area within a federation area designated by the State Library Commission.

Sec. 44-214, R.C.M. 1947 provides for a federation advisory board of trustees as follows:

> "The board of trustees of each participating library shall name one of their members to the federation advisory board of trustees and each participating entity without a duly appointed library board shall name a layman to represent that entity on the library federation board of trustees."

The existing structure could allow for multitype library participation in a federation and representation on the federation advisory board with the following change:

a. Legislative change which would expand the definition of public libraries to include any publicly funded library in the state to include public school and public academic libraries. An additional clause allowing non-publicly funded libraries to participate in the systems would be required which would include private school and academic libraries as well as special libraries.

An alternative structure for multitype library systems could be established which would create multitype library councils on a geographical basis identical to federations areas. All types of libraries would have representation on the councils.

RECOMMENDATION

The Library Development Committee has not had sufficient time to determine what would be the best governance structure for multitype library systems in Montana. More study will be required to develop a plan. In the interim, the Library Development Committee recommends that any multitype library cooperative activities that are being considered in a federation area be reviewed by the federation advisory boards which should be expanded for that specific purpose to include representatives from all types of libraries in that area.

May 1978

Appendix E

MONTANA STATE LIBRARY GUIDELINES FOR EXPENDITURES OF COAL SEVERANCE TAX REVENUES PROVIDED UNDER H.B. 427 ADOPTED 1980

Coal severance tax funds have been earmarked for the purpose of providing basic library services to all residents of Montana. These funds will be expended in accordance with the policy of the legislature as stipulated in Montana Code Annotated, Title 22-1-401, "It is the policy of the legislature to encourage the most efficient delivery of library services to the people of Montana. To that end the state should be divided into regions within which libraries desiring to participate in the distribution of such state funding to libraries as may be available from time to time shall organize into library federations to pool resources and information and avoid duplication of effort."

These basic library services are to be provided through federations in order to equalize and supplement services available at the local public library. These services are most economically provided on a cooperative basis through the sharing of resources—materials, people and equipment—within the existing federation system.

A primary purpose of resource sharing will be to provide equal access for all residents to information, library services and resources. A second purpose is to make the maximum effective use of funds by economy of scale through centralized services and the elimination of duplication.

Federation advisory boards will assist in the development of a plan of service for the expenditure of coal severance tax revenues in each federation. The federation headquarters library will provide the Montana State Library with the plan of service and a budget for its implementation.

Federation headquarters libraries will submit annually an accountability report which evaluates the effectiveness of the federation program and provides an accounting of the expenditures of the funds.

Federation plans of services must include interlibrary loan to insure a minimum level of equal access to resources. Plans of service should reflect an assessment of local needs and include, but not be limited to, some combination of the following resource sharing activities.

I. Resource sharing of materials. Services which provide access may include:
   a. Reference services
   b. Collection development
   c. Bibliographic control—this may include computer output microform catalogs
   d. Delivery systems such as bookmobiles, mail-a-book, rotating collections, deposit collections or other methods of delivery
   e. Walk-in service at headquarters libraries
   f. Provision or universal library cards—this could be either federation-wide or state-wide

II. Resource sharing of services. This could include:
   a. Centralized ordering, processing and cataloging
   b. Audiovisual materials resource center

III. Resource sharing of people. This may include the provision of consultative services or continuing education activities from the headquarters library to assist participating libraries in any of the following areas:
   a. **Administrative**—i.e. fiscal, budgetary and management practices, development of library board policies and bylaws, establishment of goals and objectives, long range planning, development of local public library standards, education of library trustees
   b. **Public relations**—i.e. formation of friends of the library groups, promotion of libraries through publicity, developing closer cooperation with local governing bodies
   c. **Programming**—i.e. development of special services to and special collections for minorities, the handicapped and the institutionalized, assistance with building programs and other special areas, assistance in developing services to local decision makers
   d. **Evaluation**—i.e. evaluation of community library needs, performance evaluation
   e. **Library practices and procedures**—i.e. book selection, reference, children's and young adults' services, technical processing
   f. **Library governance**—i.e. assistance in development of county-wide library systems, development of services across county boundaries

IV. Resource sharing of funds. This may include:
   a. Distribution of individual grants to participating libraries. Formulas for the division of grant monies should acknowledge population as a factor.

Adopted by the Montana State Library Commission April, 1980

Appendix F

POLICY ESTABLISHING SATELLITE RESOURCE CENTERS
1981

SATELLITE RESOURCE CENTERS—The State Library Commission has adopted a policy regarding the establishment of satellite resource centers.

The State Library Commission has been studying this issue for more than a year. The Commission named an Ad Hoc Committee to review the question of federation composition and delineation for the whole state and report back to the Commission. Joan Evans, Commission member, was named chairman of the Ad Hoc Committee. The Committee's work resulted in recommendations which were submitted to the Commission at its May 8, 1981, meeting. These recommendations called for the adoption of the concept of satellite resource centers by the Commission. The federation coordinators requested that the Commission study the recommendations further, which the Commission did, and after revisions the following policy was adopted at the September 18, 1981, State Library Commission meeting:

> The State Library Commission will consider designation of a satellite resource center whenever 50 percent or more of the services received are, or could be, received from other than the headquarters library, and a library requests such a designation.
>
> a. The requesting library will submit a plan of service to the State Library Commission which demonstrates its ability to provide an adequate level of service with its share of federation funds based upon county population.
>
> b. The requesting library will demonstrate an adequate resource base as evidenced by professional staff, size of collection and an active acquisitions program.
>
> c. If a library is designated as a satellite resource center, sufficient time will be allowed to accommodate the transition.
>
> d. Any member may contract for services with either the headquarters library or the satellite resource center within its federation. All federation funds should remain in the headquarters library for disbursal. Since the headquarters library would still have administrative responsibility for federation affairs, its administrative overhead charges would be subtracted from the overall federation revenues before population based allocations are figured. There would be no impact on funds of other federations since a satellite resource center would function within its federation.

Appendix G

SUMMARY OF FY83 FEDERATION CONTRACTS

All federations used a contract between the headquarters library and each participating library. Common elements are:

Designation of headquarters library	— In all federation contracts.
Parties to the contract	— Board of trustees of the headquarters library in five federations. In one federation it is the headquarters library (Bozeman Public Library). The second party is a county or city library, board of county commissioners or school board.
Agreement to become a member of the federation	— Four federations state this. —Broad Valleys and South Central do not.
Makeup of the federation advisory board	— Five federations define this. South Central does not.
Term of membership	— In all federation contracts.
Termination of contract	— Five federations include this. —Broad Valleys does not.
Statement the federation is operated by the headquarters library and the day-to-day operations are governed by the board of trustees of the headquarters library.	— Four federations include this —Broad Valleys and South Central do not.
Statement library materials remain the property of the lending library	— Three federations include this *Golden Plains, Broad Valleys and Tamarack* do not.
Reporting requirement	— Three federations include this *Broad Valleys, Pathfinder and South Central* do not.
Provision of services	— In all federation contracts.

SUMMARY OF BROAD VALLEYS FEDERATION CONTRACTS

Participating libraries contract for basic library services at no cost. These services include:

1. a. Interlibrary loan of library materials.
   b. Forwarding of interlibrary loan requests in compliance with the Broad Valleys Federation manual for ILL services.
   c. Answering of reference questions in compliance with the Broad Valleys Federation manual for ILL services.
   d. Supplying appropriate ILL forms.
   e. Any other services adopted by recommendation of the Broad Valleys Federation Board will be offered as funded by the coal severance tax.

Contracts are identical (except for Butte-Silver Bow, who has made some minor changes in the wording.)

SUMMARY OF GOLDEN PLAINS FEDERATION CONTRACTS

Participating libraries contract for basic services. These services include:

1. a. Interlibrary loan services.
   b. Administration services (provides for the Coordinator to set and administer the budget, supervise and guide the programs, serve as secretary and consultant for the Federation Advisory Board and act as spokesperson and lobbyist in the state and region on behalf of the Federation).

Contracts are identical. The contract requires the headquarters library to provide basic services for a specific sum from each participating library. This payment is reduced or offset by the participating library's share of coal severance tax funds (allocated to the libraries on the basis of population).

Coal severance tax funds received in excess of the contract amount are to be administered by the headquarters library in accordance with the terms of the contract and spent for such projects or purposes as may be recommended by the Federation Advisory Board.

SUMMARY OF PATHFINDER FEDERATION CONTRACTS

Participating libraries contract for four different types of service. These are:

1. Interlibrary loan service only at no cost.
2. Interlibrary loan service and walk-in service at the headquarters library for a specified amount.
3. Interlibrary loan service at no cost and the following services which are paid for:
   a. Reference service.
   b. Consultative services of a professional librarian to advise on development of book collection, expanded services and programs to advise concerning modern, efficient library practice. Regular visits to the libraries are made by the Head of Extension Services.
   c. Training sessions at the Great Falls Public Library.
   d. Rotating book collections.
   e. Cataloging and technical processing of materials.
   f. Library cards at the Great Falls Public Library for residents of contracting county.
4. Interlibrary loan service at no cost, the services listed under No. 3 and bookmobile service, which is paid for.

SUMMARY OF SAGEBRUSH FEDERATION CONTRACTS

Participating libraries contract for two different types of service. These are:

1. Interlibrary loan reference service and two federation advisory board and workshop meetings per year at no cost.
2. Interlibrary loan, reference service, two federation advisory board and workshop meetings per year at no cost, bookmobile service and walk-in service at the headquarters library which are paid for.
3. One county without any public library contracts for interlibrary loan service through its public school library at no cost.

Once a contract is signed it remains in effect without renewal unless there is a change in the services requested. If this happens, a new contract is signed.

SUMMARY OF SOUTH CENTRAL FEDERATION CONTRACTS

Libraries in this federation which receive interlibrary loan service only do not contract with the headquarters library. These libraries receive a limited service which includes filling ILL requests from materials in-house.

Libraries may contract for enhanced service which includes:

1. a. Full Interlibrary loan.
   b. Walk-in service at the headquarters library.
   c. Headquarters library's microfiche catalog.
   d. Film catalog and the use of the film library at no cost.
   e. Consulting services.
   f. Purchase of materials to fill ILL requests.
   g. Free calls from headquarters library to participating libraries for their ILL requests.
   h. Books in Print provided without cost.
   i. Promotional materials.
2. Libraries may contract for bookmobile service. One county and one county library contract for bookmobile service in addition to enhanced services. Four school districts contract for bookmobile service in another county and it is provided to four schools.
3. Libraries may contract for books by mail. Two libraries contract for this service in addition to enhanced services.

All libraries except one have signed contracts. The one library will be signing a contract later this month.

SUMMARY OF TAMARACK FEDERATION CONTRACTS

Participating libraries contract for two different types of service. These are:

1. **Basic services** which include interlibrary loan services, outreach and continuing education, COM catalog of headquarters holdings and walk-in service at the headquarters library at no cost.
2. **Expanded services** which include, in addition to the services under No. 1, collections of books loaned from headquarters library, collection of new books loaned, bookmobile service and other services as requested.

All libraries have signed contracts for 1983.

Appendix H

COAL SEVERANCE TAX INFORMATION

Legislative History

The 1979 Legislature allocated one-half of one percent of coal severance tax collections to the credit of the State Library Commission for the purposes of providing basic library services for the residents of all counties through library federations and for payment of the costs of participating in regional and national networking.

Distribution Formulas

The State Library Commission establishes the formula for the distribution of the coal severance tax revenue to the six federations. The first formula, which was used for FY 1980 distribution, distributed one-half of the funds equally; the other one-half was distributed on the basis of population.

The formula was changed in FY 1981 and funds are distributed as follows: of the first $250,000 one-half is apportioned equally; one-half is apportioned on the basis of population: 20% of any amount over $250,000 is apportioned equally; 80% of the remaining amount is distributed on the basis of population.

The 1981 legislature appropriated coal severance tax revenues to the State Library for the costs of networking. $77,300 was appropriated for FY 1982 and $73,549 was appropriated for FY 1983.

C.S.T. REVENUES DISTRIBUTED TO DATE

Coal severance tax revenues are received and distributed quarterly to federation headquarters libraries.

Federation	Headquarters Library	FY 1980	FY 1981	FY 1982	FY 1983
Broad Valleys	Bozeman Public	$ 78,021.64	$ 73,120.80	$ 73,174.71	$ 67,204.97
Golden Plains	Glasgow City-County	41,878.75	33,578.80	33,364.57	31,524.40
Pathfinder	Great Falls Public	71,668.45	62,775.86	62,228.07	57,393.84
Sagebrush	Miles City Public	47,686.56	41,095.86	41,151.96	38,503.99
South Central	Parmly Billings	69,714.15	66,027.07	66,649.43	61,356.56
Tamarack	City-County Library of Missoula	74,598.43	75,434.75	77,065.49	70,692.14
	Montana State Library			77,300.00	73,549.00
TOTAL		$ 383,567.98	$ 352,033.14	$ 430,934.23	$ 400,224.90

Appendix I

USE OF COAL SEVERANCE TAX FUNDS

Actual Expenditures—1982-83

	Broad Valleys	Golden Plains	Pathfinder	Sagebrush	South Central	Tamarack	Totals	% of Totals
1. Administrative overhead	$ 11,325	$ 13,343	—	$ 4,100	$ 6,273	—	$ 35,041	10
2. Personnel (FTE's)	46,465 (2.75 FTE's)	14,152 (1.425 FTE)	23,038 (1.75 FTE)	27,052 (2.205 FTE)	42,264 (3.45 FTE)	57,525 (3.53 FTE)	210,496 (15.1 FTE)	60
3. Book Budget for Headquarters Libs.	6,338	5,716	7,949	6,949	9,216	11,270	47,438	14
4. Book Budget for local libraries			6,500				6,500	2
5. Operating costs (includes supplies, telephone, postage, printing, RSP, Etc.)	7,379	2,789	4,489	2,944	8,515	8,321	34,437	10
6. Automation	—	—	—	—	2,152	—	2,152	1
7. Travel (for federation meetings & federation advisory board meetings)	2,676	—	3,000	—	180	1,488	7,344	2
8. Photocopy			600	180			780	0
9. Professional services				25			25	0
10. Other—(trustee manual, ULMS, vehicle maintenance, equipment	998		625		400	1,312	3,335	1
TOTALS	$ 75,181	$ 36,000	$ 46,201	$ 41,250	$ 69,000	$ 79,916	$ 347,548	

Appendix J

MONTANA PUBLIC LIBRARY FEDERATIONS

FY 1983 CST Financial Reports Summary

Federation	6/30/82 FY '82 Forward	FY '82-83* CST Payments	Other** Revenues	Total FY '83 Revenues	Total FY '83 Expenditures	FY '83 END Balance
Broad Valleys	$ 27,724	$ 67,205	$ 0	$ 94,929	$ 75,181	$ 19,748
Golden Plains	0	31,524	4,476***	36,000	36,000	0
Pathfinder	0	57,394	0	57,394	46,201	11,193
Sagebrush	12,530	38,504	0	51,034	41,250	9,784
South Central	0	61,357	0	61,357	69,000	(7,643)
Tamarack	0	70,692	0	70,692	79,917	(9,225)

* Last quarter FY '82, plus first 3 quarters FY '83

** Contracts are excluded

*** Funds from participating libraries to cover deficit, based on county's percentage of population

Appendix K

CONTRACTED SERVICES OVER AND ABOVE COAL SEVERANCE TAX ALLOCATIONS 1984

Federation—Pathfinder—Great Falls Public Library, Headquarters

Library	Amount		Service Received
1. Chouteau County	$ 575	1.	Any resident may have library card at the Great Falls Public Library
2. Blaine County	$15,604	2.	a. Reference Service from Reference Dept. b. Consultative services of a professional librarian to advise on collection development, expanded services & programs & modern, efficient library practice c. Regular visits from head of extension services of Great Falls Public Library d. Provides regular access to rotating book collection e. Provides cataloging and technical processing of materials f. Any resident of Blaine County may have library card at the Great Falls Public Library
3. Liberty County	$11,141	3.	a. Reference Service from Reference Dept. b. Consultative services of a professional librarian to advise on collection development, expanded services & programs & modern, efficient library practice c. Regular visits from head of extension services of Great Falls Public Library d. Provides regular access to rotating book collection e. Provides cataloging and technical processing of materials f. Any resident of Blaine County may have library card at the Great Falls Public Library
4. Pondera County	$21,286	4.	Services same as above and bookmobile services.
5. Teton County	$26,137	5.	Services same as Pondera County

Federation—South Central—Parmly Billings Library, Headquarters

Library	Amount		Service Received
1. Big Horn County	$37,762	1.	a. Bookmobile service b. Copy of current fiche catalog c. **Books in Print** d. Cost of telephone for rush requests e. Reserves for books
2. Carbon County	$24,962	2.	Bookmobile service
3. Laurel Public Library	$ 3,992	3.	a. Walk in service at Parmly Billings Library b. Copy of current fiche catalog c. **Books in Print** d. Cost of telephone for rush requests
4. Stillwater County	$ 3,432	4.	a. Walk in service at Parmly Billings Library b. Reserves for books c. Cost of telephone for rush requests d. Copy of current fiche catalog e. Interlibrary loan circulation control
5. Golden Valley County	$ 2,386	5.	a. Walk in service at Parmly Billings Library b. Reserves for books c. Cost of telephone for rush requests d. Copy of current fiche catalog
6. Bridger Public Library	$ 342	6.	a. **Books in Print** b. Cost of telephone for rush requests
7. Red Lodge Public Library	$ 823	7.	a. **Books in Print** b. Rotating large type collections c. Reserves for books d. Cost of telephone for rush requests

8. Musselshell County	$ 868	8.	a. **Books in Print** b. Copy of current fiche catalog c. Reserves for books d. Cost of telephone for rush requests e. Rotating large type collections
9. Lewistown Public Library	$ 3,250	9.	a. Reserves for books b. Cost of telephone for rush requests
10. Columbus High School Library	$ 75	10.	a. Cost of telephone for rush requests

Federation—Tamarack—City-County Library of Missoula, Headquarters

Library	Amount		Service Received
1. Florence Community Library	$ 200	1.	Rotating book collection
2. Swan Lake Library	$ 480	2.	Rotating book collection
3. Mineral County Library	$ 420	3.	Rotating book collection
4. Sanders County	$11,037	4.	Bookmobile service

Federation—Sagebrush—Miles City Public Library, Headquarters

Library	Amount		Service Received
1. Carter County	$ 5,806	1.	a. Bookmobile b. Walk in service at Miles City Library
2. Custer County	$13,631	2.	a. Bookmobile b. Walk in service at Miles City Library
3. Powder River County	$ 3,961	3.	a. Bookmobile b. Walk in service at Miles City Library
4. Rosebud County	$ 7,838	4.	a. Bookmobile b. Walk in service at Miles City Library
5. Fallon County	$ 3,093	5.	a. Bookmobile b. Walk in service at Miles City Library
6. Dawson County	$ 3,132	6.	a. Bookmobile b. Walk in service at Miles City Library

Appendix L

INTERLIBRARY LOAN PROGRAMS IN FEDERATIONS

Federation	FY 1981			FY 1982			FY 1983		
	# of ILL	% Total ILL in Federation	% Filled at HQ	# of ILL	% Total ILL in Federation	% Filled at HQ	# of ILL	% Total ILL in Federation	% Filled at HQ
Broad Valleys	17,655	32%	71%	15,985	32%	77%	10,256	25%	47%
Golden Plains	3,524	6%	75%	2,310	5%	43%	2,019	5%	51%
Pathfinder	6,078	11%	84%	7,169	14%	89%	8,359	20%	91%
Sagebrush	4,287	8%	60%	4,385	9%	72%	3,112	7%	63%
South Central	12,391	23%	77%	10,014	20%	85%	8,692	21%	77%
Tamarack	11,037	20%	69%	10,382	21%	73%	9,235	22%	68%
Year Total	54,967		73%	50,245		78%	41,673		68%
average/month	4,581			4,187			3,473		
monthly median	4,300			4,250			3,400		

Appendix M

INTERLIBRARY LOAN COSTS—1982-83

	Federation	Budgeted Amount for ILL		No. of ILL Transactions	Cost per Transaction
1.	Broad Valleys	Personnel Operating costs Total	$ 52,351 8,946 $ 61,297	10,256	$ 5.98
2.	Golden Plains	Personnel Operating costs Total	$ 14,152 2,700 $ 16,852	2,019	$ 8.35
3.	Pathfinder	Personnel Operating costs Total	$ 21,626 7,125 $ 28,751	8,359	$ 3.44
4.	Sagebrush	Personnel Operating costs Total	$ 28,738 3,900 $ 32,638	3,112	$10.49
5.	*South Central	Not reported seperately		8,692	
6.	Tamarack	Personnel Operating costs Total	$ 49,072 8,077 $ 57,149	9,235	$ 6.19

Appendix N

NOMINAL GROUP SESSION ON FEDERATIONS

MONTANA STATE LIBRARY

December 9, 1982

Nominal Group Question:

What should be the characteristics of federations in 1988?

Participants: Federation Coordinators

MOST IMPORTANT CHARACTERISTICS

1. Solvency (funding to support programs). (19 points)
2. Management and staff separate from headquarters administratively (conflict of interest). (18 points)
3. State aid for federation libraries. (13 points)
4. Union catalogs federation-wide (each library in federation). (10 points)
4. Greater political clout. (10 points)
4. Multitype—include all libraries. (10 points)
5. Access to holdings statewide either online or COM catalog. (7 points)
5. Consistant, centralized continuing education to upgrade personnel. (7 points)
6. Plan for statewide collection development. (5 points)

Categorized Nominal Group Results

Category	# Points	% of Total
Governance, structure and administration	35	29.17%
Funding	33	27.50%
Bibliographic access and control	27	22.50%
Services	12	10.00%
Leadership	10	8.33%
Visability of State Library	3	2.50%
Communications	—	—
	120	100%

Governance, structure and administration (29.17%)

Management and staff separate from headquarters administratively (conflict of interest).	2,3,5,4,2,2	=	18 points
Public librarian not the federation coordinator (conflict of interest). Multitype to include all libraries.	2,5,1,1,1	=	10 points
Stability of what holds federations together (funding, laws, structures, etc.).	3	=	3 points
Feedback system for regular evaluation.	2	=	2 points
Standardized administrations of federations.			
Uniform and higher capability to staff, technology, administration of federation headquarters. Redrawn current boundaries.	2	=	2 points
Fewer or more federations.			
Library districts to be in federation structure.			
Flexible boundaries to reflect changing needs.			
Educated, committed advisory boards.			
Educated, committed boards of trustees for local libraries.			
Federation governance should be representative and have powers beyond present boards.			

Funding (27.50%)

Solvency (funding to support programs)	5,5,5,4	=	19 points
More funding.			
State aid for federation libraries.	3,5,5	=	13 points
More funding for more personnel.			
Finances handled by Montana State Library and not through city.	1	=	1 point

Bibliographic access and control (22.50%)

Access to holdings statewide either online or com.	4,3	=	7 points
Know what small libraries have.			
Union catalogs federation-wide (each library in federation)	3,2,1,4	=	10 points
Headquarters are members of WLN			
More bibliographic self sufficiency of local libraries (library could provide information).			
Information network—need to go in from local—equal access	4	=	4 points
Less concern with ILL.	1	=	1 point
Plan for statewide collection development.	4,1	=	5 points
Whatever automation is necessary and desirable in all federation libraries.			

Services (10.00%)

Plan for shared continuing education.			
Consistant, centralized continuing education to upgrade personnel.	3,4	=	7 points
More extension work from federation (many activities).			
Variety of services offered—some statewide (i.e. processing, cataloging, books by mail, etc.).			
Federations provide services libraries within identify as needed.			
Have available a consultant in children's services	3	=	3 points
Fewer direct and more consultative services.			
Rapid delivery of resource sharing materials	2	=	2 points
Increased ability for community awareness in local libraries.			
Change hours of libraries.			
Federation wide library card within federation.			
Better federation meetings.			
More uniform and higher capability for local libraries to give service.			

Leadership (8.33%)

Greater political clout.	4,1,5	=	10 points
Public awareness—library federations well known concept.			
Greater cultural leadership in local communities from libraries.			

Visability of State Library (2.50%)

More visability of State Library	3	=	3 points

Communications (0%)

Active and constant communication within and among federations.

Appendix O

TABULATION OF FEDERATION QUESTIONNAIRES
JUNE 1983

TOTAL RESPONSES

	Trustees Libraries		Public Libraries		School Libraries		Academic Libraries		Special Libraries		All Returns		Library Returns	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
BV	12	12.2	14	66.7	2	16.7	3	100	4	23.5	35	23.2	23	43.4
GP	3	11.5	6	100	0	-	0	-	0	-	9	26.5	6	75.0
PF	4	5.7	7	43.8	0	-	0	-	0	-	11	10.4	7	19.4
SB	3	5.5	9	75.0	0	-	0	-	1	25	13	16.5	10	41.7
SC	8	13.1	5	38.5	1	6.3	1	25	1	10	16	15.4	8	18.6
T	11	14.5	7	41.2	0	-	3	60	1	16.7	22	19.0	11	27.5
Total	41	10.6	48	56.5*	3	5.2	7	38.9	7	16.3	106	18.0	65	31.9

*Note: 56.5% of all public libraries—present federation members—returned the questionnaire.

Lowest rates of return are for school libraries and trustees.

BROAD VALLEYS

Activity	Number of responses	Need more information	n/a	Number of evaluations	Ranked high	Ranked average	Ranked low	Evaluation* mean
1. Direct User Services:	1	0	0	1	0	1	0	2.0
2. Reference Service	19	1	5	13	8	4	1	1.46
3. Bookmobile	21	0	2	19	0	0	0	0
4. Walk-in access to HQ Library	18	1	1	16	3	2	0	.44
5. Universal Card	19	3	15	1	1	0	0	1.00
6. Books by mail	21	3	7	11	7	3	1	1.45
7. Consulting:	4	0	2	2	0	1	1	2.50
8. Training/continuing ed.	19	1	6	12	4	4	4	2.00
9 Public relations	18	0	4	14	4	5	5	2.07
10. Trustee manuals	21	1	0	20	14	3	3	1.45
11. Grant applications	20	3	8	9	2	4	3	2.11
12. Collections:	0	0	0	0	0	0	0	0
13. Reference core collection	19	3	7	9	5	3	1	1.56
14. Shared A/V materials	20	3	11	6	3	2	1	1.67
15. Shared equipment	18	4	13	1	0	0	0	1.00
16. Rotating book collection	20	2	8	10	3	5	2	1.90
17. Outreach materials, e.g., story hour boxes	20	1	5	14	7	4	3	1.71
18. Technical services:	1	0	1	0	0	0	0	0
19. Cataloging & tech. processing	18	1	13	4	1	2	1	2.00
20. Shared acquisitions including collective purchasing	19	0	17	2	1	0	1	2.00
21. Interlibrary loan:	4	0	0	4	2	2	0	1.50
22. Catalog of HQ lib on microfiche	19	0	17	2	2	0	0	1.00
23. Cooperative union catalog (on microfiche)	17	0	16	1	1	0	0	1.00
24. Courier delivery	20	1	17	2	0	1	1	2.50
25. New technology, automation:	7	1	5	1	0	1	0	2.00
26. Joint planning activities	19	1	14	4	0	2	2	2.50
27. Teleconferences & telecomms.	16	1	12	3	0	1	2	2.67
28. Other:			0	0	0	0	0	0
29. Distribution of printed subject bibliographies	21	3	9	9	2	5	2	2.00
30. Other:	0	0	0	0	0	0	0	0

*Indicates the average response received.

GOLDEN PLAINS

Activity	Number of responses	Need more information	n/a	Number of evaluations	Ranked high	Ranked average	Ranked low	Evaluation* mean
1. Direct User Services:	0	0	0	0	0	0	0	0
2. Reference Service	5	0	0	5	3	2	0	1.4
3. Bookmobile	6	0	6	0	0	0	0	0
4. Walk-in access to HQ Library	6	0	0	6	5	1	0	1.17
5. Universal Card	6	0	4	2	1	0	1	2.0
6. Books by mail	7	0	5	2	2	0	0	1.0
7. Consulting:	0	0	0	0	0	0	0	0
8. Training/continuing ed.	5	0	0	5	1	2	2	2.2
9. Public relations	7	0	0	7	1	5	1	2.0
10. Trustee manuals	9	0	0	9	7	2	0	1.22
11. Grant applications	4	0	2	2	2	0	0	1.0
12. Collections:	0	0	0	0	0	0	0	0
13. Reference core collection	7	0	1	6	5	1	0	1.17
14. Shared A/V materials	7	0	0	7	4	2	1	1.57
15. Shared equipment	7	0	3	4	1	2	1	2.0
16. Rotating book collection	6	0	3	3	2	0	1	1.67
17. Outreach materials, e.g., story hour boxes	6	0	4	2	1	1	0	1.15
18. Technical services:	0	0	0	0	0	0	0	0
19. Cataloging & tech. processing	2	0	2	4	3	0	1	1.5
20. Shared acquisitions including collective purchasing	7	0	3	4	2	0	2	2.0
21. Interlibrary loan:	3	0	0	3	3	0	0	1.0
22. Catalog of HQ lib on microfiche	7	2	4	1	1	0	0	1.0
23. Cooperative union catalog (on microfiche)	7	2	4	1	1	0	0	1.0
24. Courier delivery	7	2	4	1	0	1	0	2.0
25. New technology, automation:	3	2	1	0	0	0	0	0
26. Joint planning activities	5	2	1	2	0	1	1	2.5
27. Teleconferences & telecomms.	4	0	2	2	2	0	0	1.0
28. Other:	0	0	0	0	0	0	0	0
29. Distribution of printed subject bibliographies								
30. Other:	0	0	0	0	0	0	0	0

*Indicates the average response received.

PATHFINDER

Activity	Number of responses	Need more information	n/a	Number of evaluations	Ranked high	Ranked average	Ranked low	Evaluation* mean
1. Direct User Services:	0	0	0	0	0	0	0	0
2. Reference Service	9	0	0	9	5	3	1	1.56
3. Bookmobile	8	0	0	8	7	1	0	1.13
4. Walk-in access to HQ Library	9	1	0	8	7	1	0	1.13
5. Universal Card	8	1	2	5	2	3	0	1.4
6. Books by mail	8	0	2	6	4	1	1	1.5
7. Consulting:	0	0	0	0	0	0	0	0
8. Training/continuing ed.	9	1	0	8	6	1	1	1.38
9. Public relations	8	1	0	8	4	3	1	1.63
10. Trustee manuals	10	0	0	10	8	2	0	1.2
11. Grant applications	7	1	2	4	2	2	0	1.5
12. Collections:	0	0	0	0	0	0	0	0
13. Reference core collection	9	2	0	7	4	3	0	1.43
14. Shared A/V materials	7	1	1	5	0	1	4	2.8
15. Shared equipment	6	1	1	4	1	0	3	2.5
16. Rotating book collection	8	0	0	8	5	2	1	1.5
17. Outreach materials, e.g., story hour boxes	8	1	2	5	2	3	0	1.4
18. Technical services:	0	0	0	0	0	0	0	0
19. Cataloging & tech. processing	6	0	2	4	1	3	0	1.75
20. Shared acquisitions including collective purchasing	8	1	0	7	5	2	0	1.29
21. Interlibrary loan:	2	0	0	2	1	1	0	1.5
22. Catalog of HQ lib on microfiche	8	2	3	3	2	1	0	1.33
23. Cooperative union catalog (on microfiche)	7	2	3	2	1	1	0	1.5
24. Courier delivery	7	2	2	3	1	1	1	2.0
25. New technology, automation:	2	1	0	1	0	1	0	2.0
26. Joint planning activities	8	2	1	5	2	2	1	1.8
27. Teleconferences & telecomms.	8	2	2	4	2	1	1	1.75
28. Other:	0	0	0	0	0	0	0	0
29. Distribution of printed subject bibliographies	5	2	0	3	1	0	2	1.33
30. Other:	0	0	0	0	0	0	0	0

*Indicates the average response received.

SAGEBRUSH

Activity	Number of responses	Need more information	n/a	Number of evaluations	Ranked high	Ranked average	Ranked low	Evaluation* mean
1. Direct User Services:					0	0	0	0
2. Reference Service	12	1	0	11	10	0	1	1.8
3. Bookmobile	13	2	1	10	5	4	1	1.3
4. Walk-in access to HQ Library	9	1	1	7	4	1	2	1.71
5. Universal Card	11	3	6	2	2	0	0	1.0
6. Books by mail	11	2	3	6	4	1	1	1.5
7. Consulting:	1	1	0	0	0	0	0	0
8. Training/continuing ed.	10	1	1	8	5	2	1	1.5
9. Public relations	10	2	0	8	5	2	1	1.5
10. Trustee manuals	10	1	1	8	6	1	1	1.38
11. Grant applications	11	2	2	7	4	2	1	1.57
12. Collections:	3	1	0	2	0	1	1	2.5
13. Reference core collection	10	2	0	8	4	3	1	1.63
14. Shared A/V materials	10	2	2	6	1	5	0	1.83
15. Shared equipment	9	1	3	5	0	2	3	2.6
16. Rotating book collection	9	3	3	3	2	0	1	1.67
17. Outreach materials, e.g., story hour boxes	10	2	5	3	2	0	1	1.67
18. Technical services:	1	1	0	0	0	0	0	0
19. Cataloging & tech. processing	9	2	3	4	2	2	0	1.5
20. Shared acquisitions including collective purchasing	9	3	3	3	1	1	1	2.0
21. Interlibrary loan:	2	1	0	1	1	0	0	1.0
22. Catalog of HQ lib on microfiche	10	1	6	3	0	1	1	2.5
23. Cooperative union catalog (on microfiche)	11	3	5	3	1	1	1	2.0
24. Courier delivery	11	3	5	3	2	1	0	1.33
25. New technology, automation:	4	2	1	1	0	1	0	2.0
26. Joint planning activities	9	1	1	7	2	3	2	2.0
27. Teleconferences & telecomms.	10	2	4	4	1	2	1	2.0
28. Other:	1	1	0	0	0	0	0	0
29. Distribution of printed subject bibliographies	8	2	2	4	3	1	0	1.25
30. Other:	0	0	0	0	0	0	0	0

*Indicates the average response received.

SOUTHCENTRAL

Activity	Number of responses	Need more information	n/a	Number of evaluations	Ranked high	Ranked average	Ranked low	Evaluation* mean
1. Direct User Services:	2	1	0	1	1	0	0	1.0
2. Reference Service	11	3	0	8	4	3	1	1.625
3. Bookmobile	10	2	4	4	4	0	0	1.0
4. Walk-in access to HQ Library	5	0	3	2	2	0	0	1.0
5. Universal Card	10	2	7	1	1	0	0	1.0
6. Books by mail	11	1	6	4	3	0	1	1.5
7. Consulting:	2	0	1	1	1	0	0	1.0
8. Training/continuing ed.	10	0	0	10	5	4	1	1.6
9. Public relations	10	0	1	9	3	4	2	1.89
10. Trustee manuals	11	0	0	11	10	1	0	1.09
11. Grant applications	9	2	3	4	1	0	3	2.5
12. Collections:	1	0	1	0	0	0	0	0
13. Reference core collection	11	3	2	6	4	2	0	1.33
14. Shared A/V materials	11	0	5	6	1	4	1	2.0
15. Shared equipment	9	0	7	2	0	2	0	2.0
16. Rotating book collection	10	0	6	4	3	1	0	1.25
17. Outreach materials, e.g., story hour boxes	9	2	6	1	1	0	0	1.0
18. Technical services:	1	0	1	0	0	0	0	0
19. Cataloging & tech. processing	10	0	7	3	0	2	1	2.33
20. Shared acquisitions including collective purchasing	10	0	8	2	1	1	0	1.5
21. Interlibrary loan:	1	0	0	1	0	1	0	2.0
22. Catalog of HQ lib on microfiche	10	0	0	10	8	2	0	1.2
23. Cooperative union catalog (on microfiche)	12	1	6	5	4	0	1	1.4
24. Courier delivery	10	0	7	3	1	2	0	1.67
25. New technology, automation:	5	1	3	1	0	1	0	2.0
26. Joint planning activities	10	1	5	4	1	2	1	2.0
27. Teleconferences & telecomms.	10	1	6	3	2	1	0	1.33
28. Other:	1	0	1	0	0	0	0	0
29. Distribution of printed subject bibliographies	11	3	4	4	1	0	3	2.5
30. Other:	0	0	0	0	0	0	0	0

*Indicates the average response received.

TAMARACK

Activity	Number of responses	Need more information	n/a	Number of evaluations	Ranked high	Ranked average	Ranked low	Evaluation* mean
1. Direct User Services:	0	0	0	0	0	0	0	0
2. Reference Service	17	2	0	15	10	4	1	1.4
3. Bookmobile	18	1	10	7	5	2	0	1.29
4. Walk-in access to HQ Library	18	0	13	5	3	1	1	1.6
5. Universal Card	16	2	14	0	0	0	0	0
6. Books by mail	18	1	7	10	7	3	0	1.3
7. Consulting:								
8. Training/continuing ed.	16	1	2	13	2	6	5	2.23
9. Public relations	16	2	6	8	5	1	2	1.63
10. Trustee manuals	16	0	2	14	12	2	0	1.14
11. Grant applications	15	1	4	10	5	3	2	1.7
12. Collections:								
13. Reference core collection	16	1	1	14	7	6	1	1.57
14. Shared A/V materials	13	1	5	7	0	3	4	2.57
15. Shared equipment	12	0	6	6	1	4	1	2.0
16. Rotating book collection	14	0	2	12	8	1	3	1.58
17. Outreach materials, e.g., story hour boxes	14	1	5	8	3	3	2	1.875
18. Technical services:	3	0	1	2	0	2	0	2.0
19. Cataloging & tech. processing	16	0	5	11	7	3	1	1.45
20. Shared acquisitions including collective purchasing	14	1	8	5	3	2	0	1.4
21. Interlibrary loan:	3	0	0	3	3	0	0	1.0
22. Catalog of HQ lib on microfiche	18	1	0	17	16	1	0	1.06
23. Cooperative union catalog (on microfiche)	12	0	8	4	3	1	0	1.25
24. Courier delivery	13	1	9	3	1	2	0	1.67
25. New technology, automation:	2	1	1	0	0	0	0	0
26. Joint planning activities	13	1	5	7	3	3	1	1.71
27. Teleconferences & telecomms.	15	1	6	8	5	3	0	1.375
28. Other:	1	0	1	0	0	0	0	0
29. Distribution of printed subject bibliographies	13	1	6	6	3	3	0	1.5
30. Other: Fed'n. meetings 2 x yr.	1	0	0	0	1	0	0	1.0

*Represents the average response received.

SERVICE PRIORITIES
ALL RESPONSES

Activity	Mean	Highest 1	2	3	Lowest 4
1. Direct User Services:	1.00	1	0	0	0
2. Reference Service	1.54	46	19	6	3
3. Bookmobile	2.79	17	7	10	28
4. Walk-in access to HQ Library	2.29	26	13	9	18
5. Universal Card	2.34	19	15	6	16
6. Books by mail	2.06	28	17	4	14
7. Consulting:	2.33	2	1	2	1
8. Training/continuing ed.	1.72	36	16	8	5
9. Public relations	1.68	35	21	6	7
10. Trustee manuals	2.27	24	20	9	17
11. Grant applications	2.16	23	17	11	11
12. Collections:	1.33	2	1	0	0
13. Reference core collection	1.80	36	15	3	10
14. Shared A/V materials	2.41	16	21	10	16
15. Shared equipment	2.77	8	17	16	19
16. Rotating book collection	2.30	23	18	4	19
17. Outreach materials, e.g., story hour boxes	2.42	15	18	14	13
18. Technical services:	2.32	7	4	3	5
19. Cataloging & tech. processing	2.17	24	14	10	12
20. Shared acquisitions including collective purchasing	2.11	19	11	6	9
21. Interlibrary loan:	1.58	17	5	2	2
22. Catalog of HQ lib on microfiche	1.53	37	11	3	4
23. Cooperative union catalog (on microfiche)	2.07	27	10	7	12
24. Courier delivery	2.54	5	6	4	20
25. New technology, automation:	1.84	12	7	4	2
26. Joint planning activities	2.10	20	16	5	10
27. Teleconferences & telecomms.	2.21	15	13	6	9
28. Other:	2.00	0	1	0	0
29. Distribution of printed subject bibliographies	2.34	12	18	16	7
30. Other: Federat'n. meetings 2 x yr.	1.00	1	0	0	0
Montana "RSP" at State Lib.	1.00	1	0	0	0
Political Support	1.00	1	0	0	0

Combining number of responses with the ratings, the following had the highest score:

1. Catalog of HQ library on microfiche
2. Reference service
3. Interlibrary loan
4. Public relations
5. Training/Continuing education
6. Reference core collections
7. New technology/automation
8. Shared acquisitions including collective purchasing
9. Books by mail
10. Cooperative union catalog (on microfiche)

More than ten people gave these a high rating:

1. Reference Service n = 37
2. Catalog of HQ Library on fische n = 36
3. Training/Continuing education and Core Collections (Reference) n = 36
5. Public relations n = 35

More than ten people gave these a low rating:

1. Bookmobile service
2. Courier n = 20
3. Shared equipment and rotating book collections n = 19
5. Walk in access to HQ library n = 18

Summary Comments, Impact of Federations and Suggestions

The questionnaires invited respondents to make comments about the impact of federations and other suggestions. Listed here are comments received.

I. Impact of Federations

A. General

1. Increased service
2. Increased interest
3. Made good libraries possible
4. Need more funds from the state for cooperative services
5. Good for book service
6. Has been very helpful
7. Improved use of libraries
8. No material change
9. Increased due to bookmobile
10. More interlibrary loan books available
11. People are much more willing and aware that they can use the library
12. Improved circulation about 90%
13. Better access to books
14. Thrilled with the service
15. Improved especially for large-type books
16. Has given a much larger choice of materials
17. Being a headquarters has strengthened our collection
18. Helpful in getting a new building and general operation of the library. I don't know how we would have lived without it.
19. Rosebud Co. was able to build new library
20. Increased our ability to give good reference service making people more aware of the library
21. Sharing of ideas on books and services at federation meetings
22. Turned a library with 40-year old books into a modern multi-use facility with access to unlimited resources (South Central)
23. Has made us more involved, more aware of what is going on, and widened our perspective

Non-members

B. Before coal severance tax

1. Our county could not afford to contract
2. Loss of interlibrary loan
3. Increased use of facilities
4. Positive affect
5. Appreciate the federation
6. Our county paid
7. We were cut off from the State Library
   a. Positive, vs. negative answers
   b. Listing

C. After coal severance tax

1. Has reestablished contact with the state
2. Now able to borrow books
3. Leaves more budget for buying books
4. Has eased the city county budget
5. Library use has been much better
6. County has not been asked for money
7. No particular change
8. It's nice to receive book assistance: leaves us more money to spend for books

II. Other Comments

1. All resources should be available for sharing but costly and/or special collections must be subsidized.
2. The print on this questionnaire is too small—many such responses.
3. We receive very little or no funding from individuals.
4. We have been pleased with the service from Billings but sometimes wonder if it would be better for them and us if we were in Great Falls, which is closer.
5. We have the smallest library in our federation and have benefited a great deal.
6. Interlibrary loan is the most important contribution.
7. The federation has given good service and has saved us a lot of money.
8. Our library is not a member of a federation.
9. Pathfinder's Federation service is very good and should be maintained.
10. Cataloging should be available chiefly to aid the small libraries.
11. Rotating collections should be on computers showing current holdings for the borrowing library.
12. The only way small counties can have adequate library service is to belong to a federation.
13. The little bit of coal severance tax money can benefit every resident.
14. Libraries need to become coordinators of information, not keepers of information.
15. I am in favor of cooperative efforts statewide.
16. I feel it's unnecessary to spend money on a "facilitator." Areawide meeting did not provide adequate discussion. Placing WLN fiche in libraries was untimely, expensive; killed Round Robin.
17. Special libraries have their own *de facto* network.
18. Many people mistakenly think of federations and ILL as one and the same.
19. The only problem with federations is that the people who operate them are not innovative or interested in improvement of service.
20. Our federation coordinator does a great job. Questions are always answered and help is always given whenever requested. This is very important since many times the small town library cannot hire a librarian with adequate experience or training (Sagebrush).
21. Our federation is working very well, let's leave it as it is.
22. We have very good library service in Montana; not that we shouldn't look for ways to improve it, but we also should be proud of it. But it takes a long time to get reference material from outside Montana, particularly in technical fields.

PREFERRED MEETING LOCATIONS

City	BV			GP			PF			SB			SC			T			All			All Feds. All Ranks
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	
Anaconda	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1
Billings	0	2	2	0	0	3	0	0	0	2	1	3	7	1	2	0	0	1	9	4	11	24
Bozeman	8	3	2	0	0	0	0	0	0	0	0	0	0	1	0	0	1	1	8	5	3	16
Butte	4	3	6	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1	4	4	7	15
Glasgow	0	0	0	0	0	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3	3
Glendive	0	0	0	1	0	0	0	0	0	3	2	1	0	0	0	0	0	0	4	2	1	7
Great Falls	0	2	3	0	0	1	8	0	0	0	1	1	1	3	3	0	0	1	9	6	9	24
Hamilton	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	1	0	1
Havre	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0	2	2
Helena	10	7	1	0	0	0	0	6	0	0	0	1	1	3	1	1	6	4	18	22	7	47
Kalispell	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3	2	1	3	2	1	6
Laurel	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	1	0	1
Lewistown	0	0	0	0	2	0	0	0	1	0	0	1	1	0	4	0	0	0	1	2	6	9
Miles City	0	0	0	0	1	0	0	0	0	5	1	0	0	1	0	0	0	0	5	3	0	8
Missoula	1	1	4	0	0	0	0	0	0	0	0	0	0	0	0	14	2	0	15	3	4	22
Polson	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	0	0	2	0	2
Sidney	0	0	0	0	1	0	0	0	0	0	1	1	0	0	0	0	0	0	0	2	1	3
Whitehall	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1
Wolf Point	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	1

Helena has most first choices; most total choices, and is selected by voters in 5 of 6 federations.

Missoula has second most 1st choices; is selected by voters in only 2 federations.

Great Falls and Billings have 2nd most total choices; Great Falls is selected in every federation, Billings in 5.

Appendix P

FOCUS GROUP INTERVIEW PARTICIPANTS

GLENDIVE, JULY 15, 1983

Virgil Alme	Director of Education, Pine Hills School, Miles City
Harry Axtmann	Superintendent of Schools, Roosevelt County, Wolf Point
Tiny Cornwall	County Commissioner, Valley County
Charles Kintz	Dean of Admin. Services, Dawson Community College, Glendive
Joe Kojancik	Mayor, Wibaux
Vern Reed	Administrator, Sidney Community Hospital, Sidney
Ted Schmidt	County Commissioner, Garfield County
Ted Schye	Representative, Montana Legislature, Glasgow
Jim Woods	Principal, Sidney Sr. High School, Sidney

FOCUS GROUP INTERVIEW PARTICIPANTS

BILLINGS, JULY 16, 1983

Barbara Baxter	Lawyer, Crowley, Haughey, Hanson, Toole and Dietrich, Billings
Esther Bengtson	Representative, Montana Legislature, Shepherd
John Dracon	Secondary Curriculum Director, Billings School District Number 2, Billings
Wes Fortney	Dean of Instructions, Dull Knife Memorial College, Lame Deer
Jay Kirkpatrick	Dean, Arts and Sciences, Eastern Montana College, Billings
Ole Oiestad	County Commissioner, Sweetgrass County
Dick Ramsey	Professor of Biology, Rocky Mountain College, Billings
Barbara Sather	City Council Member, Lewistown
Bob Story	County Commissioner, Stillwater County
Ron Svee	Superintendent of Schools, Hardin
Chuck Switzer	U.S. Bureau of Land Management, Billings
Al Thelen	City Manager, Billings

FOCUS GROUP INTERVIEW PARTICIPANTS

MISSOULA, JULY 22, 1983

Frank Busch	Professor of History, Western Montana College, Dillon
E. J. Carosone	Principal, Anaconda High School, Anaconda
Maureen Cumow	Associate Professor of French, University of Montana, Missoula
Joan Duncan	City Commissioner, Helena
Barbara Evans	County Commissioner, Missoula County
Eugene Johnson	Administrator, Kalispell Regional Hospital, Kalispell
Joseph McDonald	President, Salish-Kootenai College, Member of Salish-Kootenai Tribal Council, Pablo
Mary Noonan	County Commissioner, Mineral County
Terese O'Fallon	Superintendent of Schools, St. Ignatius
Fred Van Valkenburg	Senator, Montana Legislature, Missoula
Pat Wamecke	Associate Warden, Montana State Prison, Deer Lodge

FOCUS GROUP INTERVIEW PARTICIPANTS

HAVRE, JULY 23, 1983

Mary Blew	Dean, School of Arts & Sciences, Northern Montana College, Havre
Craig Brewington	Superintendent of Schools, Fort Benton
Larry Brownell	City Council Member, Conrad
Robert Deming	Superintendent, School for the Deaf and Blind, Great Falls
Marge Foot	Librarian, Great Falls Tribune Library, Great Falls
H. W. "Swede" Hammond	Senator, Montana Legislature, Malta
Art Rambo	County Commissioner, Hill County
Sterling Wardell	County Commissioner, Liberty County

Appendix Q

TOPICS DISCUSSED AT REGIONAL MEETINGS

	Glendive		Billings		Missoula		Havre		Other	Totals		
	FG	AW	FG	AW	FG	AW	FG	AW		FG	AW	All
Funding: Includes costs, paymnt for services, funding of libs. and federations.	2	12	15	57	12	40	7	27	2	36	136	174
Governance issues		6		7		25		6	5	0	44	49
Multitype cooperation		8		14	2	21	2	19	1	4	62	67
Cooperation in general	2	5		0	4	7	4	1		10	13	23
Library role: defining it, differentiating from federations	18	14		2		19	4	11		22	46	68
Federation role: defining it, defferent from libs. and from each other		9		0		14		4	1	0	27	28
(Criticisms)		0	1	1		3	1	3	0	2	7	9
Review itself		1		1		6		1	3	0	9	12
Praise for libs and federations (general)		11		0	1	3		8		1	22	23
Montana State Library role		2	1	2		4		3	1	1	11	13
Value of Volunteers		0		1	1	2		2		1	5	6
Services:												
Interlibrary Loan (ILL)	1	9		20	1	27	2	14	3	4	70	77
ILL (criticisms)		7		4		6		3	1	0	20	21
A/V Exchange		4		0		1		2	0		7	7
Avoid duplication		1		0		2		0		0	3	3
Bookmobile		12		10		7	1	1	1	1	30	32
Books by Mail		2		3		1		1		0	7	7
Collection Development		1		1	1	4		1	1	1	7	9
Computers	12	6	5	6	7	12	10	23	10	34	47	91
Computers (negative)		2		1		0		0		0	3	3
Consulting		3		0		1		1		0	5	5
Continuing Education	2	5		4	1	6	3	10		6	25	31
Cooperative Acquisitions		1		0		2		2		0	5	5
Deposit stations		1		0		2		0		0	3	3
Exchange of ideas		0		1		5		1		0	7	7
Hq. library on fiche		3		0		0		0		0	3	3
Hours of services		0		2	2	1		3		2	6	8

FG = Focus Group
AW = Areawide Meeting

TOPICS DISCUSSED AT REGIONAL MEETINGS

Page Two	Glendive		Billings		Missoula		Havre		Other	Totals		
	FG	AW	FG	AW	FG	AW	FG	AW		FG	AW	All
Services (continued) Information access (poor vs. rich, etc.)		2		1		4		1		0	8	8
Planning		0		1	1	2		0		1	3	4
Politics		3		0		16		5		0	24	24
PR; Library image	5	4	1	6	5	10	9	16	2	20	36	58
Reference		0		0		0		3		0	3	3
Rotating collection		0		0		0		2	1	0	2	3
Services to special groups: Blind, deaf, elderly, rural, Indians, handicapped.		4		1	4	0	1	5	1	5	10	16
Standardization & accreditation		0	1	1		6		0		1	7	8
Union catalog, MONCAT		6		8		9		7	1	0	30	31
Union List of Serials		1		0		2		1		0	4	4
Universal card		0		1		1		0		0	2	2
WLN		0		1		0		2	1	0	3	4
WLN (negative)		2		0		0		0		0	2	2
Walk-in service		1		3		3		1		0	8	8
Other	11	8		8	11	23	1	16		23	55	78
Totals	53	156	24	168	53	297	45	206	35	175	827	1,037

FG = Focus Group
AW = Areawide Meeting

Appendix R

ANALYSIS OF LETTERS RECEIVED BY FEDERATION REVIEW COMMITTEE

from directors of libraries		
academic		3
special		1
public		5
	Total	9
from staff of libraries		2
from library boards of trustees		4
	Totals	15
from users		8
from federation coordinators		
Broad Valleys		2
Golden Plains		3
Parmly Billings		3
Pathfinder		5
Tamarack		2
	Total	15
	All Letters	38

Twenty eight letters were received in the process of the review

Ten were in response to recommendations

Comments made in letters received

	by users	by librarians and trustees	by federation coordinators & staff	totals	
Funding					
Separation of CST from Headquarters local money	-	4	1	5	
Base of funding	1	6	2	9	
Amount of funding	7	-	4	11	
Need for change in current structure	1	5	9	15	
				40	Total Funding
Governance					
Need for change	1	14	4	19	
No change/keep status quo	1	4	6	11	
				30	Total Governance
Multi-type Cooperation					
Favorable comments		14	3	17	
Unfavorable comments		2	2	4	
				21	Total Multi-type Cooperation
Cooperation in general		3		3	Total Cooperation in general
Library role	2	1		3	Total Library role
Federation role					
Reinforcement of current role		2	5	7	
Dissatisfaction with current role	2	23	7	32	
Not qualified to judge	3			3	
				42	Total Federation role
Review itself					
Suggestions for process		4	3	7	
Positive comments (process)		7	1	8	
Negative comments (process)		3	11	14	
Positive comments (recommendations)		8	6	14	
Negative comments (recommendations)		12	1	13	
Recommendations unclear		3	8	11	
				67	Total Review itself
Praise for libraries & federations	1	5	4	10	Total Praise for libraries & federations
State Library Role		2	10	12	Total State Library Role
Services					
Mention of a specific service (excludes ILL)	7	26	10	43	
Problems in current services		5	6	11	
Interlibrary loan					
Importance of	14	2		16	
Suggestions for change	1	3	3	7	
No change		1	3	4	
				81	Total Services

Appendix S

NARRATIVE OF REVIEW PROCESS

On December 10, 1982, the Montana State Library Commission appointed a Federation Review Committee whose charge was, "Prepare recommendations for future development of federations which will include any needed changes in the governance structure, etc. to better answer needs of all library users in the state." The members of the Committee included two members of the Commission itself, Mary Hudspeth and Noreen Alldredge, who also represented academic libraries. They appointed one school librarian, Glenda Bell, one public librarian, Florence Kettering, one federation coordinator, Richard Gercken, one library trustree, Lawrence Maxwell, and the State Librarian, Sara Parker, as chair.

The Committee issued a Request for Facilitator in November, 1982, and reissued it on February 24, 1983. The Bibliographical Center for Research, Rocky Mountain Region, was selected as the consulting agency, with JoAn Segal serving as facilitator.

Montana Environmental Analysis

By April 9, the Committee members had studied books and articles on networks, and were interested in an anlaysis of the external environment in Montana in which the library federations in the state would be operating over the next 20 years.

At their April 9 meeting, the Committee heard from Phil Brooks, Census and Economic Information Center, Montana Department of Administration. Brooks described the state's trade areas, population growth, industries, and employment, and responded to questions regarding regional approaches for library service in Montana.

Study of Systems in other States

Committee members wished to be able to compare Montana federations with library systems in other states. On May 23, the Committee heard presentations by Beth Givens, who described the Alaska regional coordination, Frances Wendtland, who spoke about Wisconsin Public Library Systems and Mary Bushing, who explained Illinois Regional Library Systems. Members had done extensive reading on other state systems; they reported on these.

Questionnaire

Prior to meeting with the facilitator, the Committee decided that, as one of the several parts of its review, a questionnaire survey should be carried out to collect information. The purpose of the survey was to complement and supplement other means by which data was collected. Specific objectives were to collect information regarding

1. evaluation of the quality of service rendered by federations to their members,
2. opinions as to which services librarians feel should be of high priority,
3. opinions as to the geographic/governmental level at which services should be provided,
4. ideas for funding programs,
5. the timing and location of federation activities,
6. libraries' and librarians' commitment to cooperation,
7. the impact of federations on libraries,
8. willingness to cooperate with other types of libraries, and
9. any general comments respondents wished to share.

Questionnaire Development

At the June 16 meeting, Committee members identified services to be included in a question which was to cover evaluation, priorities, levels of activity, and funding (objectives 1-4). Ideas for other questions were given to the consultant at that time (specifically, objectives 7-9). Objectives 5 & 6 were added after the consultant and the State Librarian continued the work after the meeting.

The questions were to be designed to collect information, but also to raise consciousness of issues of which respondents might not be aware.

In order to meet the deadlines of the regional meetings, where preliminary results would be presented, respondents were asked to return questionnaires in a short period of time. Xerographic reduction of the questionnaire resulted in an unfortunately small type size, which angered many respondents.

In response to complaints about the type size, the State Librarian discussed with the facilitator and the committee the possibility of re-issuing the questionnaire in a larger format. Since that would have meant delaying the four Regional meetings, the retreat, and the final report, it was decided to issue an apology for the questionnaire format and to proceed with analysis.

Despite the problems, the data received from the questionnaires were analyzed. In addition, letters received as a result of the questionnaire were also subjected to a content analysis.

Focus Groups

At the June 16 meeting, the Committee members discussed ways of reaching non-librarians who might have an important impact on library development in Montana. Specifically, the Committee wanted to hear from school and higher education administrators, those involved in municipal, county, and state government, and community leaders about their visions of the future of libraries in Montana. The idea of using focus groups was brought forward and discussed at some length. Members agreed to try this method of getting opinion

from lay leaders. The focus groups were to include between 10 and 15 persons; the facilitator was to engage in a discussion with them regarding their use of libraries and their ideas about library service in the future. It was felt that this would both raise their awareness of libraries and library problems and give the Committee a chance to hear what citizens might have in mind as a role for libraries in Montana over the coming years. The Committee decided that focus group meetings would be held in each of four sites in Montana on the same day as area-wide meetings open to librarians and all citizens. The focus group attendees would receive some basic information and would be invited to have lunch with the committee either before or after the focus group interview. The interviews (and area-wide meetings) were scheduled for: Glendive, July 15; Billings, July 16; Missoula, July 22; and Havre, July 23.

In each of these locations, lively discussions ensued with the focus groups. A broad cross section of non-librarians in Montana communities participated. Mayors, county commissioners, city council members, state legislators, and state senators met with school administrators, hospital administrators, members of law firms, businessmen, farmers, ranchers, and college and university faculty and administrators to describe their present and potential future uses of libraries in the State of Montana (See Appendix P p. 48 for focus group participants). Careful notes of the conversations were kept and a content analysis was performed.

Area-wide Meetings

One of the early decisions of the Committee was to hold hearings throughout the state with librarians and other interested citizens concerning library service in Montana, and particularly the role of federations. Area-wide meetings were designed to encourage people from all parts of the state to participate. The first, on July 15, was held in Glendive. The site was Dawson Community College. Thirty-seven attendees came together, heard brief descriptions of the project and its purpose, and broke into five discussion groups, with Committee members at their disposal, to consider governance, funding, multi-type cooperation, and other aspects of the present federation system.

On Saturday, July 16, the Committee moved to Billings, where a group of 24 persons met at the Riverside Junior High School Library for a similar discussion. The following week found the Committee in Missoula at the Institute of the Rockies with 49 attendees in the discussion groups. On Saturday, the 23rd, the final session was held in Havre, at Northern Montana College, with 22 people attending. Very detailed notes of all sessions were made by the session leaders and/or other recorders in the groups, and by the facilitator and the Committee chair who circulated from group to group. All these notes were also subjected to content analysis.

All the data from readings, presentations, questionnaires, focus groups, and area-wide meetings went into the Committee members' preparation for their retreat, which was held at Big Sky from Thursday, August 18 through Sunday, August 21. The concept of a retreat was to encourage the Committee members to devote themselves exclusively to this task for an intensive and brief period of time away from their regular jobs and the possible demands of their other responsibilities. The group convened at dinner on Thursday evening, the 18th, and began to work immediately after dinner. The group first concentrated on its task of creating a sense of unified purpose and commitment to the task.

Further, a set of ground rules was established for the operation of the retreat. Committee members had received the content analyses and the questionnaire summary report and studied them before coming together on Friday to begin work on the actual recommendations. These reminded the committee members of the strong support for federations by those who attended the area-wide meetings, the less numerous but strong criticisms of federations voiced by certain individuals and by some groups of librarians, the strong implication coming from non-librarians in focus groups that libraries ought to use technology and become centers of information for the community, including its children, older people, business people, farmers, ranchers, government, and all institutions.

The members then began by defining the major areas of study. They identified seven: governance, membership, services and activities, communication and information, funding, accountability, and levels of cooperation. Attacking one of these at a time, the members discussed what they had heard at presentations, area-wide meetings and focus groups, what they had read in the literature and in letters they had received, what people had called them on the telephone to tell them, and what the questionnaire revealed. Taking all of these into account, they discussed the concepts until they were sure they were in agreement about what the idea of the particular recommendation was and upon what the recommendation was based. Once the concept was clear, it was written without great attention to wording by the recorder/facilitator on newsprint sheets which were then attached to the walls of the room. By Friday afternoon several of the areas had begun to take shape.

During Saturday's discussion, some of the more difficult areas were addressed. In one instance, a sensitive area was suddenly clarified when one of the Committee members made the suggestion which became recommendations 17 and 18 that coal severance tax revenues be earmarked for the creation and maintenance of a statewide automated network for resource sharing and that a new package of stable funding be obtained for services now provided by federations. This suggestion freed the committee members to deal with the funding issue in a previously unexpected manner and greatly assisted in the process of consensus which went on among them. Later on Saturday afternoon the committee had come to the point where all the concepts seemed to be clear. Each Committee member was then assigned the responsibility of rewording the recommendations in one or two of the major areas, and the facilitator was asked to bring together the background information which had been generated during the day for each of those areas. During the supper break, the facilitator typed the recommendations as reworded, and they were distributed to the Committee. In the early evening hours, Committee members voted on the final wording and on their agreement with each of the recommendations. The facilitator then prepared the final draft of the recommendations. It was discussed with the Committee chair on Sunday morning and was prepared at the State Library and was presented to the Montana State Library Commission at its August 30 meeting.

Summary

The Committee hopes that this narrative material will help the reader to understand every part of the process contributed to the Committee's understanding of the problem and of some potential solutions. Every presentation, article read, letter, telephone call, questionnaire filled in, report of a discussion group, comment by a focus group member, or insight arising from our long discussions enlarged and deepened the committee members' understanding of the problem. In cases where the recommendations represent those of a majority of the people from whom they heard, there may be a small number of people in the library community who will be dissatisfied. While it was not the intent of the committee to do no more than reflect majority opinion, it was clear from the beginning that it would not be possible to please everyone with the recommendations. The strong support which existed for federations became very clear and the Committee did not feel it would serve its purposes well by suggesting change for the sake of change only. However, the recommendations clearly indicate the need for different types of libraries to cooperate, the need for new sources of funding, the need for

change in governance which will allow each member of a federation to have an equal vote in electing its governance body, the need to demand certain standards of service from federations, the need for and importance of communication, continuing education, and informational activities both within and outside of the library profession, the responsibility of the State Library to set standards for legal and financial accountability in federations and to review the federation system regularly, and the need to recognize and take advantage of the strengths now existing throughout the state in libraries, many of which do not now serve as federation headquarters, but hold valuable resources to share.

In short, the committee believed its report would reflect both the strong desire of librarians and users to maintain the federation system, and the great need for change in governance, funding, and membership, combined with the demands for the use of new technology in Montana librarles.

Revisions

Subsequent to the Commission's receiving the recommendations, the Committee actively sought reactlons to the draft. The chair has visited every federation, committee members made presentations to various groups, and further letters and telephone calls brought to attention there was considerable agreement with the recommendations, but that there were concerns which the Review could not fully resolve.

The final meeting of the Federation review Committee took place on November 17, at the Montana State University Library. Members re-evaluated each recommendation in light of the comments and letters received, reconsidered their decisions, and added clarifying statements, and reworded some recommendations.

Conclusion

The Federation Review Committee of the Montana State Library Commission therefore presents this set of recommendations in response to its charge. The Committee wishes to thank the people who took part in focus groups and area-wide meetings, the many who wrote letters or who called members of the Committee, the local arrangement committees for the focus group and area-wide meeting arrangements, and the State Library staff for their cooperative assistance in making meeting arrangements, preparing documentation, creating and distributing minutes, and serving as resource people for Committee members.

The Committee members have striven to present a mechanism by which Montana libraries may resolve problems of bringing information and library resources to the citizens of the state. The Committee attempted to refrain from placing too tight a structure on the Federations, intending, rather, to allow libraries to use federations as a channel for improving library service. Libraries are encouraged to enhance and expand the federation concept in order to deliver the best service to every citizen. It is the Committee's hope that the Montana State Library Commission will speedily adopt the recommendations, develop an implementation plan and assign responsibility for carrying out the recommendations.

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